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THE CHILDREN'S BUREAU

SERVICE MONOGRAPHS OF THE UNITED STATES GOVERNMENT

Nº 21

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ITS HISTORY, ACTIVITIES AND ORGANIZATION

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INSTITUTE FOR GOVERNMENT RESEARCH

SERVICE MONOGRAPHS
OF THE
UNITED STATES GOVERNMENT
No. 21

THE CHILDREN'S BUREAU

ITS HISTORY, ACTIVITIES AND ORGANIZATION

BY

JAMES A. TOBEY

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BALTIMORE MARYLAND
1925

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FOREWORD

The first essential to efficient administration of any enterprise is full knowledge of its present make-up and operation. Without full and complete information before them, as to existing organization, personnel, plant, and methods of operation and control, neither legislators nor administrators can properly perform their functions.

The greater the work, the more varied the activities engaged in, and the more complex the organization employed, the more imperative becomes the necessity that this information shall be available—and available in such a form that it can readily be utilized.

Of all undertakings, none in the United States, and few, if any, in the world, approach in magnitude, complexity, and importance that of the national government of the United States. As President Taft expressed it in his message to Congress of January 17, 1912, in referring to the inquiry being made under his direction into the efficiency and economy of the methods of prosecuting public business, the activities of the national government "are almost as varied as those of the entire business world. The operations of the government affect the interest of every person living within the jurisdiction of the United States. Its organization embraces stations and centers of work located in every city and in many local subdivisions of the country. Its gross expenditures amount to billions annually. Including the personnel of the military and naval establishments, more than half a million persons are required to do the work imposed by law upon the executive branch of the government.

"This vast organization has never been studied in detail as one piece of administrative mechanism. Never have the foundations been laid for a thorough consideration of the relations of all of its parts. No comprehensive effort has been made to list its multifarious activities or to group them in such a way as to present a clear picture of what the government is doing. Never has a complete description been given of the agencies through which these activi-

ties are performed. At no time has the attempt been made to study all of these activities and agencies with a view to the assignment of each activity to the agency best fitted for its performance, to the avoidance of duplication of plant and work, to the integration of all administrative agencies of the government, so far as may be practicable, into a unified organization for the most effective and economical dispatch of public business."

To lay the basis for such a comprehensive study of the organization and operations of the national government as President Taft outlined, the Institute for Government Research has undertaken the preparation of a series of monographs, of which the present study is one, giving a detailed description of each of the fifty or more distinct services of the government. These studies are being vigorously prosecuted, and it is hoped that all services of the government will be covered in a comparatively brief space of time. Thereafter, revisions of the monographs will be made from time to time as need arises, to the end that they may, as far as practicable, represent current conditions.

These monographs are all prepared according to a uniform plan. They give: first, the history of the establishment and development of the service; second, its functions, described not in general terms, but by detailing its specific activities; third, its organization for the handling of these activities; fourth, the character of its plant; fifth, a compilation of, or reference to, the laws and regulations governing its operations; sixth, financial statements showing its appropriations, expenditures and other data for a period of years; and finally, a full bibliography of the sources of information, official and private, bearing on the service and its operations.

In the preparation of these monographs the Institute has kept steadily in mind the aim to produce documents that will be of direct value and assistance in the administration of public affairs. To executive officials they offer valuable tools of administration. Through them, such officers can, with a minimum of effort, inform themselves regarding the details, not only of their own services, but of others with whose facilities, activities, and methods it is desirable that they should be familiar. Under present conditions services frequently engage in activities in ignorance of the fact that the work projected has already been done, or is in process of execution by other services. Many cases exist where one service could

make effective use of the organization, plant or results of other services had they knowledge that such facilities were in existence. With the constant shifting of directing personnel that takes place in the administrative branch of the national government, the existence of means by which incoming officials may thus readily secure information regarding their own and other services is a matter of great importance.

To members of Congress the monographs should prove of no less value. At present these officials are called upon to legislate and appropriate money for services concerning whose needs and real problems they can secure but imperfect information. That the possession by each member of a set of monographs such as is here projected, prepared according to a uniform plan, will be a great aid to intelligent legislation and appropriation of funds can hardly be questioned.

To the public, finally, these monographs will give that knowledge of the organization and operations of their government which must be had if an enlightened public opinion is to be brought to bear upon the conduct of governmental affairs.

These studies are wholly descriptive in character. No attempt is made in them to subject the conditions described to criticism, nor to indicate features in respect to which changes might with advantage be made. Upon administrators themselves falls responsibility for making or proposing changes which will result in the improvement of methods of administration. The primary aim of outside agencies should be to emphasize this responsibility and facilitate its fulfillment.

While the monographs thus make no direct recommendations for improvement, they cannot fail greatly to stimulate efforts in that direction. Prepared as they are according to a uniform plan, and setting forth as they do the activities, plant, organization, personnel and laws governing the several services of the government, they will automatically, as it were, reveal, for example, the extent to which work in the same field is being performed by different services, and thus furnish the information that is essential to a consideration of the great question of the better distribution and coördination of activities among the several departments, establishments, and bureaus, and the elimination of duplications of plant, organization and work. Through them it will also be possible to

subject any particular feature of the administrative work of the government to exhaustive study, to determine, for example, what facilities, in the way of laboratories and other plant and equipment, exist for the prosecution of any line of work and where those facilities are located; or what work is being done in any field of administration or research, such as the promotion, protection and regulation of the maritime interests of the country, the planning and execution of works of an engineering character, or the collection, compilation and publication of statistical data, or what differences of practice prevail in respect to organization, classification, appointment, and promotion of personnel.

To recapitulate, the monographs will serve the double purpose of furnishing an essential tool for efficient legislation, administration and popular control, and of laying the basis for critical and constructive work on the part of those upon whom responsibility for such work primarily rests.

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THE CHILDREN'S BUREAU

ITS HISTORY, ACTIVITIES AND ORGANIZATION

CHAPTER I

HISTORY

The Children's Bureau, now a branch of the Department of Labor, was created to promote the general welfare of children in the United States and the several territories. It was established by an act of Congress approved April 9, 1912 (37 Stat. L., 79), and its duties declared to be to

> investigate and report . . . upon all matters pertaining to the welfare of children and child life among all classes of our people, and . . . especially [to] investigate the questions of infant mortality, the birth rate, orphanage, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, [and] legislation affecting children in the several states and territories.

Events Leading to Its Establishment. The original suggestion for a Federal Children's Bureau is attributed to Miss Lillian D. Wald, head of the House on Henry Street in New York City. Mrs. Florence Kelley of the National Consumers' League, to whom Miss Wald communicated her idea, formulated the plan, which was supported by officials of the National Child Labor Com-

mittee, and by other well-known sociologists. The first bill for a Children's Bureau was introduced in the United States Senate on January 10, 1906, by Senator Murray Crane and in the House on May 9th of the same year by Representative Augustus P. Gardner. Both of these gentlemen represented the Commonwealth of Massachusetts, which seventeen years later was to contest in the Supreme Court the act sponsored by the Bureau, providing for federal aid to the states for the public protection of maternity and infancy.

Six years elapsed after the introduction of the bills by Senator Crane and Representative Gardner before Congress finally passed a measure creating the Children's Bureau. In 1911, during the Sixty-First Congress, a bill to this end passed the Senate, but was not acted upon in the House. President Roosevelt, on February 15, 1909, recommended in a Message to Congress that the bill be adopted.

In April, 1911, the bill was once more introduced in both Houses. After much discussion by the Senate, it was passed with amendments on January 31, 1912, and by the House on April 2, with further amendments. Final action was taken by Congress on April 5, 1912, and the bill was signed by the President on April 9 (37 Stat. L., 79). The first chief of the Bureau was appointed June 4, 1912, and the legislative bill carrying the first appropriation for the new bureau was approved August 23, 1912.

At that time the Children's Bureau became the twelfth bureau of the Department of Commerce and Labor, where it remained until 1913, when it was transferred to the newly created Department of Labor (Act of March 4, 1913; 37 Stat. L., 736).

The First Work—Infant Mortality Studies. The Bureau began operations on August 23, 1912, when its first appropriation of $25,640 became available. The staff authorized for the first year comprised only fifteen persons, though this number was not reached until March, 1913. The initial work undertaken was experimental, and as infant mortality seemed to present the most strategic point at which the Bureau could begin investigations with its limited forces, a study of the family, social, industrial, and economic factors concerned in infant mortality was conducted in the City of Johnstown, Pennsylvania. At this time the Bureau had no medical staff, and so "The inquiry was necessarily restricted to a consideration of social, industrial and civic factors."[1] Although the general plan of the series of reports on infant mortality which followed was unchanged, later studies, after a child hygiene division was established, discuss in some detail the incidence of medical causes of death. The infant mortality studies have never been the responsibility of any one division. Up to the present time studies have been conducted in Johnstown, Pa.; Montclair, N. J.; Manchester, N. H.; Brockton, Mass.; New Bedford, Mass.; Saginaw, Mich.; Waterbury, Conn.; Akron, Ohio; Pittsburgh, Pa.; Baltimore, Md.; and Gary, Indiana. In Gary a study of the pre-school child, from 2 to 6 years of age, was made, and the infant mortality aspect was somewhat simplified. Finally, a statistical analysis of causal factors in infant mortality based on the combined figures of eight of these cities has recently been published.

Other Early Activities. Other activities during the early years of the Bureau's existence included the prep-

[1] Annual Report, 1914, p. 7.

aration of a pamphlet on prenatal care,[2] a review of child labor legislation;[3] studies on the employment certificate system;[4] and campaigns to increase birth registration, carried on in coöperation with the United States Bureau of the Census and with the assistance of the General Federation of Women's Clubs. The Bureau also assembled and interpreted figures previously published by the Bureau of the Census relative to children of the United States.

In the fiscal year 1915 the staff was increased from fifteen to seventy-six and an appropriation of $164,640 was obtained. Five divisions were set up in the Bureau, as follows:

1. Statistical.
2. Library.
3. Industrial.
4. Hygiene.
5. Social Service.

Later, the Library was incorporated in the Department of Labor Library. The function and scope of each of these divisions and other newer ones will be considered later in this monograph. In 1916 the Bureau initiated the national observance of Baby Week, in which 2083 communities participated.

On April 1, 1925, the personnel numbered 161 on the average, and the appropriation for the fiscal year 1925 was $375,900, exclusive of the $1,190,000 available for

[2] Prenatal care (Bureau Publication No. 4).

[3] Child labor legislation in the United States (Bureau Publication No. 10).

[4] Administration of child labor laws: Employment certificate systems (Connecticut, Bureau Publication No. 12), (New York, Bureau Publication No. 17), (Maryland, Bureau Publication No. 41), (Wisconsin, Bureau Publication No. 83). The employment certificate system: A safeguard of the working child (Bureau Publication No. 56).

allotment to the states under the Maternity and Infancy Act passed in 1921.

Administration of the First Federal Child-Labor Law. The Bureau at its organization had no administrative duties, and until the spring of 1917 its activities were limited to investigating and reporting. The act of September 1, 1916 (39 Stat. L., 675), prohibiting interstate commerce in the products of child labor, provided that regulations for carrying out the purposes of the act should be made by a board composed of the Attorney General, the Secretary of Commerce, and the Secretary of Labor, and that the Secretary of Labor should be charged with securing the enforcement of the law. This act became effective on September 1, 1917, but was held unconstitutional by the United States Supreme Court on June 3, 1918.[5] The deficiency act approved April 17, 1917 (40 Stat. L., 24), appropriated $150,000 for the enforcement of the act for the fiscal years 1917 and 1918, and, the Secretary of Labor having designated the Children's Bureau as the enforcing agency, the Child Labor Division was organized in May, 1917.

The work of the Child Labor Division during its short existence may be separated into four periods: (1) The preparatory period before the Child Labor Act went into effect on September 1, 1917; (2) the nine months when the act was in force; (3) investigations made immediately after the act was declared unconstitutional; and (4) the period from July 19, 1918, to April 24, 1919, when inspections were made at the request of the War Labor Policies Board.[6]

[5] Hammar v. Dagenhart, 247 U. S., 251.

[6] See Administration of the first federal child labor law (Bureau Publication No. 78, 1921) for full history of the work of the Child Labor Division.

The preparatory work consisted largely of drawing up and holding hearings on the regulations which should govern the enforcement of the act and particularly the issuance of certificates of age. In order to make the central administration more economical and effective and to avoid duplication, it was decided to coöperate with state officials by accepting certificates of age issued by states having standards approved by the Board. While the law was in effect agents of the division issued federal certificates of age to children between 14 and 16 in five states in which the state laws were considered inadequate. During that time inspections were made of 689 manufacturing establishments (textile mills, canneries, and glass, confectionery, tobacco, boot and shoe, furniture, and other factories) in twenty-four states and the District of Columbia, and of twenty-eight mines in four states.

After the law was declared unconstitutional, inspections were continued under the authority originally granted the Children's Bureau to investigate and report on the employment of children with a view to determining whether the number of children employed increased in consequence.

The War Labor Policies Board made use of the existing machinery of the Child Labor Division to secure the enforcement of the child labor clause inserted in government war contracts. Between June 3, 1918, and April 24, 1919, inspections were made of 1187 manufacturing establishments in twenty-six states and fifteen mines in two states.

The work of the Child Labor Division of the Children's Bureau was discontinued when the federal child labor tax law went into effect on April 25, 1919 (40 Stat. L., 1138), and its administration was begun by

the Child Labor Tax Division of the Bureau of Internal Revenue of the Treasury Department. This particular act was also declared unconstitutional by the United States Supreme Court in 1922, on the ground that Congress had attempted to interfere with a state right.[1]

Having thus failed twice to cope with the evil of child labor by means of federal legislation, Congress in 1924 passed a joint resolution proposing the following amendment to the Constitution (43 Stat. L., 670):

Section 1. The Congress shall have power to limit, regulate, and prohibit the labor of persons under 18 years of age.

Sec. 2. The power of the several States is unimpaired by this article except that the operation of State laws shall be suspended to the extent necessary to give effect to legislation enacted by the Congress.

This proposed amendment was submitted to the states immediately thereafter, but the necessary three-quarters of them had not seen fit to ratify it at the end of the legislative sessions of 1925.

Special War Work; Children's Year. At the time the United States entered the World War, in April of 1917, the Bureau had assembled information with reference to the special problems which had developed and the dangers which the children of the warring countries had met. This was promptly made available in reports describing the provisions made for the care of the children and other dependents of enlisted men in various countries, the increase in delinquency, and the ill-advised increase in child labor. During the war, as occasion developed, the Bureau studied special problems

[1] Bailey v. Drexel Furniture Co., 259 U. S., 20. For a discussion of these child labor decisions, see, Tobey; Public health law (1925).

growing out of the increase in the employment of married women, nursery care for the children of working mothers, and the use of milk in families having young children.

The second year of our participation in the war was designated as "Children's Year," and a Children's Year campaign was formally launched on April 6, 1918, with the approval and support of President Wilson, who allotted $150,000 from the National Security and Defense appropriation, for carrying on this work. The President also turned over at the same time $100,000 to the Bureau in order that it might have funds to administer through its Child Labor Division the child labor clause in Government war contracts. The program for Children's Year, which had the coöperation of the Woman's Committee of the Council of National Defense, through its Child Welfare Department (later known as the Child Conservation Section of the Field Division), comprised these four main parts:[8]

1. Public protection of maternity and infancy.
2. Mothers' care for older children.
3. Enforcement of child labor laws and free schooling for all children of school age.
4. Recreation for children and youth, abundant, decent, protected from any form of exploitation.

In order to carry out this program, committees were organized in the states, to the number of about 17,000, with a total estimated enrolment of some 11,000,000 women. All but two states participated, and the weighing and measuring test of infants and children, with which the Children's Year drive was opened, was conducted in 16,811 cities and towns. The weighing and measuring of apparently well children, for which pur-

[8] See Children's year (Bureau Publication No. 67, 1920).

pose the Bureau distributed over seven and a half million cards, was followed by an effort to secure adequate recreational facilities, and by a "Back-to-School" movement.

As a concluding activity of Children's Year, a conference on child welfare standards was held in Washington during May, 1919, with a number of distinguished child welfare experts from foreign countries in attendance. Following eight Washington meetings, beginning on May 5, regional conferences were held at New York, Cleveland, Boston, Chicago, Denver, Minneapolis, San Francisco, and Seattle. At the Washington conference minimum standards on child welfare were formulated and these were later revised and approved by a special committee.

The results of the Children's Year were followed up in subsequent years by tabulating 200,000 of the weighing and measuring cards; by putting into operation the Child-Welfare Special, a specially equipped travelling unit to promote child hygiene work in rural communities; and by publishing a series of Children's Year Follow-Up pamphlets.[9] A program for communities was also suggested. The Child-Welfare Special consisted of a motor-truck, fully equipped for making physical examinations of children, and carried a staff consisting of a physician, a nurse, a clerk, and a chauffeur. It was sent into a state only on request of the state health authorities. After being in operation four years, during which it made surveys in six states, its operation by the Bureau staff was discontinued in September, 1923, because a number of the states had signified their willing-

[9] What is malnutrition? (Bureau Publication No. 59, 1919); Save the youngest (Bureau Publication No. 61, revised 1921); Every child in school (Bureau Publication No. 64, 1919).

ness to supply the staff and operate the Special without expense to the Children's Bureau.

The Maternity and Infancy Act. In her annual report for 1917, Miss Julia C. Lathrop, then Chief of the Bureau, recommended that there be adopted in this country a plan for federal aid to the states for the public protection of maternity and infancy. Some four years later, after having had the matter before it in the meantime during the Sixty-Fifth, Sixty-Sixth, and Sixty-Seventh congresses, this latter Congress passed such a measure and it was signed by the President on November 23, 1921.

This law (42 Stat. L., 224) authorized an annual federal appropriation for five years, amounting to $1,240,000 a year, to be allotted to those states which accepted the terms of the act and designated a state agency to administer it. Except for an initial sum of $5000, which is given outright, the Federal grant can be obtained only if matched by a state appropriation.[10] The state agency is required to submit for approval detailed plans to a Federal Board of Maternity and Infant Hygiene, composed of the Surgeon General of the Public Health Service, the Chief of the Children's Bureau, and the Commissioner of Education, and make such reports to the Children's Bureau concerning its operations and expenditures for the purposes of the act as shall be prescribed or requested by the Bureau. The Children's Bureau was designated as the agency to administer this law, by coöperating with the states, by making necessary studies and investigations, by certifying to the Secretary of the Treasury and to the states the amounts allotted to each state, and by other general administration. A special

[10] See text of law, page 65.

Maternity and Infant Hygiene Division of the Bureau was created in 1921 to perform the duties required.[11]

Although the Federal Maternity and Infancy Act passed Congress by a large majority and by June 30, 1922, had been accepted by forty-two states, a considerable amount of opposition to it also developed. The Commonwealth of Massachusetts refused to accept the act, and, believing that its rights as a state were infringed, brought suit in the United States Supreme Court against the federal officers charged with the administration of the act, in order to restrain them from carrying out what was alleged to be an unconstitutional law. About the same time a Massachusetts taxpayer brought a similar suit in the Courts of the District of Columbia. Both the Supreme Court of the District of Columbia and Court of Appeals of the District upheld the law, however, and an appeal was taken to the United States Supreme Court. Here both cases were decided together. The decision,[12] given by a unanimous court in 1923, was to the effect that the cases must be dismissed for want of jurisdiction, neither the state nor the taxpayer having a status sufficient to bring court action. The constitutionality of the law was not actually passed upon.

An act approved March 10, 1924, extended the provisions of the Maternity and Infancy Law to the Territory of Hawaii upon the same terms as the states, and beginning with the fiscal year 1925, for which period an appropriation of $12,079.96 was made.

The administration of the law, which by May, 1925, had been accepted by the legislatures of 43 states, is discussed in the next chapter.

[11] See The promotion of the welfare and hygiene of maternity and infancy (Bureau Publication No. —, 1925. No. 137, 1924).
[12] Massachusetts v. Mellon, 262 U. S. 447.

CHAPTER II

ACTIVITIES

The act establishing the Children's Bureau authorized it to investigate and report upon "all matters pertaining to the welfare of children and child life . . . and especially [to] investigate the questions of infant mortality, the birth rate, orphanage, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment [and] legislation affecting children in the several states and territories" (37 Stat. L., 79).

In General. In putting into effect this organic act, the Bureau has gone on the theory that its proper sphere encompasses all of the problems of childhood, including hygienic, social, industrial, civic, and economic questions. It endeavors to deal with the child as a whole and childhood as a unit. To this end, activities undertaken have been and are concerned with all classes of American children and the factors which directly or indirectly affect their welfare. Not only have children themselves been the subject of investigation and report, but an attempt has been made to achieve effective working relationships with all the agencies, official and voluntary, and with the great groups of people in the country who are concerned with the community problems of child care, and the still larger numbers of individual parents who have been asking for assistance in problems connected with their own children.[1]

[1] See Abbott, Grace, Ten years' work for children, *North American Review*, August, 1923.

Activities, therefore, include not only studies and surveys of maternal and infant mortality and the myriad of cognate matters, but also research into health problems of the pre-school or runabout period, investigations and reports on child labor laws and their administration, juvenile courts, mothers' pensions, illegitimacy, exploitation of children, school attendance, and all matters pertaining to neglected, dependent, delinquent, defective, and underprivileged children.

Actual adminstrative duties have consisted only of the enforcement of the first federal Child Labor Law during the nine months of 1917 and 1918 that it was in operation, and of the administration of the federal Maternity and Infancy Act since it went into effect on November 23, 1921, though the funds authorized were not available until March, 1922.

Except for its activities under these two laws the Bureau has had no administrative duties, and, therefore, its attention has been devoted to research along the lines indicated by the portion of the organic act quoted above and to promoting the welfare of children. The statement below gives an account of typical investigations that have been undertaken; the classified list of publications [2] is a more complete index to the activities of the Bureau.

Infant and Maternal Mortality; Child Hygiene. The early studies of infant mortality, with which the Bureau began operations, reversed the usual process of investigation. Instead of deriving the information from death records, they began with birth records and followed each child through the first year of life, or such part of the year as had been lived. Between 1915 and 1923 reports

[2] See Appendix 3, page 45.

on investigations of this nature in 11 cities were published. The rates were found to vary widely in different states and in different parts of the same state, these variations being probably due to many racial, social, economic and educational factors. In order to obtain a group large enough to warrant statistical analysis, the figures for eight of the cities were combined, and the statistical discussion of the 23,000 babies included was issued in May, 1925, under the title, "Causal Factors in Infant Mortality."[3] A high infant mortality rate (that is, the number of deaths under one year of age per thousand live births) was found to be associated with: poor physical condition of the mother; births occurring within a year after the preceding births to the same mothers; artificial feeding; unfavorable economic conditions such as housing congestion and low earnings; and employment of the mother away from home.

In 1925, at the request of the Tennessee Department of Public Health, a study of birth and death records was made in six counties of the state to ascertain to what extent, if at all, the neonatal and maternal mortality rates are affected by the type of attendant at birth.

In 1916 a comprehensive survey was made of statistics relating to maternal mortality from all conditions relating to childbirth, both in the United States and in certain foreign countries. A new report on this subject, based on the most recent statistics available, was prepared in the Statistical Division in 1925 and was then in press. Although the infant mortality rate in this country has declined in recent years, the maternal mortality has remained among the highest of all nations for which recent statistics are obtainable.

[3] See p. 48.

New Zealand has been so successful in handling the infant mortality problem that the Bureau has issued two publications discussing the methods used and results achieved in that dominion: "New Zealand Society for the Health of Women and Children: An example of the methods of baby-saving work in small towns and rural districts" and a more comprehensive report in 1922 entitled "Infant Mortality and Preventive Work in New Zealand."

Popular Pamphlets. Along with the first studies of infant mortality, popular pamphlets on prenatal care, infant care, and child care were published. The tremendous circulation of these bulletins is shown by the fact that to date about 3,000,000 copies of one of them, that on "Infant Care," have been distributed. Other popular bulletins have been issued from time to time, but none has reached the demand of these three, which is not only continuous, but increases annually. The most recent bulletin of this character is "Child Management," of which 15,000 copies were distributed within six weeks after its publication in March, 1925.

Birth Registration. In order to stimulate the registration of births, the Bureau coöperated with the United States Bureau of the Census, the General Federation of Women's Clubs, the Mothers' Congress, the Association of Collegiate Alumnæ, and other organizations in trying to popularize knowledge of the value of birth registration. In coöperation with the Bureau, local committees of women canvassed small districts and filled out the standard birth certificate furnished by the Census Bureau. These certificates were then compared with the local records and the returns made to the Census Bureau in order to determine the accuracy of birth registration.

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In some states such tests were made to help the passage of a uniform vital-statistics law. In 1915 committee members made a house-to-house canvass in thirty cities of Florida and arranged with the state health officer to have recorded the unregistered births found by the canvass. These birth-registration tests were continued for several years in twenty-four states, and the importance of birth registration has also been emphasized by the Bureau in connection with Children's Year, Baby Week campaigns, and other movements. In 1923, at the request of the state health officer, the Children's Bureau made a test of birth registration in Alabama to assist the state in bringing its registration up to the standard required for admission to the birth-registration area. The discussion and passage of the Maternity and Infancy Act have given fresh impetus to birth registration in many states. Of the seventeen states coöperating under the Maternity and Infancy Act which were not in the birth-registration area in 1924, eleven have instituted special work to secure more complete registration.

Baby Week. "National Baby Week" was first observed in March, 1916, at the joint suggestion of the Children's Bureau and the General Federation of Women's Clubs. The purpose was to stimulate interest in the proper care of infants and by means of exhibits and conferences to bring to the attention of parents the standards of infant welfare which had been developed by experts who had studied the subject. In order to promote the success of this work the Bureau prepared a pamphlet entitled Baby Week Campaigns, describing the methods used in the earlier urban baby-week observances whose success had encouraged the

belief that a nation-wide observance would be practicable. This pamphlet was revised to include the best original ideas and devices developed during the campaign of 1916. A similar movement was carried on in 1917.

The work begun in these campaigns was developed even more extensively in 1918 in connection with Children's Year activities.

Other Reports. In response to public demand the Bureau has recently prepared and published a directory of child-health agencies in the United States. A study has been made and a report was issued in 1924 on methods of conducting nutrition work for pre-school children in nine urban and three rural communities in which some definitely organized work in this field is being done. Another important piece of work now in progress is a study of the present status of knowledge in the field of the physical fitness of children. In connection with this study an annotated bibliography of all the available literature on the subject of the growth and development of children is being prepared. Another part of the physical-fitness survey was an investigation conducted during 1924 and 1925, in coöperation with the public schools of Chelsea, Mass., and the Boston Community Health Service, on how posture training can be used to promote general physical fitness and how posture affects weight, height, vital capacity, power of concentration, and scholastic attainment. A report, based on the results of this investigation, on the organization of posture work for children, was planned for 1925. A study of the prevalence and conditions of development of rickets among young children in the District of Columbia was made by the Children's Bureau in 1922 and 1923; and in 1925 nearly two years

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had been completed of a three-year demonstration in New Haven, in conjunction with the Department of Pediatrics of the Yale School of Medicine, to show that rickets is a preventable disease and subject to community control. A bulletin was issued in 1924 on the work of habit clinics for children of pre-school age, and a report was in preparation in 1925 on the health supervision of dependent children.

Rural Child Welfare. Rural problems of child welfare have been the subject of numerous investigations and reports by the Bureau. Among these may be cited the following:

Maternity and Infant Care in a Rural County in Kansas (1917; Publication No. 26).

Rural Children in Selected Counties of North Carolina (1918; Publication No. 33).

Maternity Care and the Welfare of Young Children in a Homesteading County in Montana (1919; Publication No. 34).

Maternity and Infant Care in Two Rural Counties in Wisconsin (1919; Publication No. 46).

Mental Defect in a Rural County (Delaware) (1918; Publication No. 48).

Maternity and Child Care in Selected Rural Areas of Mississippi (1921; Publication No. 88).

Nutrition and Care of Children in a Mountain County of Kentucky (1922; Publication No. 110).

Maternity and Infant Care in a Mountain County in Georgia (1923; Publication No. 120).

In making these surveys the agents of the Bureau have used different methods of approach. Sometimes a local study was started with a children's health conference to which parents were encouraged to bring their

children. Here they were shown a small exhibit and advised as to the care, feeding, and general condition of the children. No medical service was given and if physical impairments were discovered, the parent was advised to secure competent medical attention for the child. In the Kentucky nutritional survey physical examinations of over half the children were made by a Children's Bureau physician and the environmental factors affecting the health of the child were ascertained by visiting the home and interviewing the mother. Recently a survey of health conditions affecting maternity and infancy in two counties in New Mexico has been conducted.

Maternal Mortality. In 1916 was made the comprehensive study of statistics relating to maternal mortality from all conditions connected with childbirth, both in the United States and certain foreign countries. The data were being brought up to date in 1925. Although the infant mortality rate in this country has declined in late years, the maternal mortality has remained among the highest of all nations for which recent statistics are available. The belief in the need for national efforts to cope with this annual loss of approximately 200,000 babies and 20,000 mothers was one of the compelling motives in inducing officers of the Children's Bureau to advocate a federal plan for the promotion of the welfare of maternity and infancy. As previously mentioned, Congress passed such an act in 1921. Scientific opinions differ as to the efficacy of the measure, the dictum of the organized medical profession, as expressed through the American Medical Association, being that the law is unsound and paternalistic though many physicians and some public health organizations, including the Conference of State and Provincial Health

Authorities of North America have indorsed it. Some students of political science are also inclined to question the doctrine of federal subsidies. Officers of the Children's Bureau and other supporters of the measure, including many women's organizations, believe, however, that the sociological necessity for the measure and the results accomplished since its passage have entirely justified its enactment.

Administration of the Maternity and Infancy Act. The act, effective November 23, 1921, authorizes an annual appropriation of $1,240,000 for a five-year period, of which not more than $50,000 may be expended by the Children's Bureau each year for administrative purposes and for " such studies, investigations, and reports as will promote the efficient administration of the act," the balance being divided among the states accepting the act as follows: $5000 unmatched to each state and an additional $5000 to each state if matched; the balance to be allotted among the several states on the basis of population and granted if matched. All the states had accepted the act in 1925 except Maine, Massachusetts, Connecticut, Illinois, and Kansas. The state activities include: (1) An increase in the number of public-health nurses in state or county positions, or both; (2) the establishment of maternal and infant health centers; (3) stimulation of better birth registration; (4) improvement in milk supplies; (5) surveys of maternity homes and infant homes; (6) studies of the midwife problem; (7) general educational activities through literature, exhibits, lectures, demonstrations, mothers' classes, and correspondence courses. The administrative work of the Children's Bureau in connection with the act, in addition to coöperating with the

states through correspondence, includes visits to the states to discuss plans of work and activities; conducting of nurses' institutes on maternal and infant care when requested by authorities; accounting for federal and state funds and checking of state books by the Bureau accountant. A survey has been made of maternity homes in Pennsylvania and in Minnesota, and a study is being made of the teaching of obstetrics in the United States. With the coöperation of the local physicians, investigations are in progress to determine the causes of stillbirths, neonatal mortality, and maternal mortality. A survey of health conditions affecting maternity and infancy was conducted in two counties in New Mexico in 1925.

In response to the request of State divisions of child hygiene for statements of standards of prenatal care and standards for conducting child-health conferences, for the use of physicians engaged in maternity and infancy work in the States, a conference of physicians was held at the Children's Bureau in May, 1925, to assist in formulating such standards. The standards drawn up at this meeting have been reviewed by the Bureau's advisory committee of pediatrists and submitted to other physicians who were unable to attend the conference. They were to be published late in 1925.

By the law extending the Maternity and Infancy Act to Hawaii, an appropriation of $12,000 was authorized for the fiscal year 1925. Hawaii has accepted the provisions of the act.

Child Labor and Industrial Conditions Affecting Child Welfare. The first study undertaken by the Bureau on the subject of child labor was a review of the legislation affecting child labor in the different states. This review

contains a summary of child labor legislation in this country by states, covering such points as the minimum age, hours of labor, night work, prohibited employments, and the text of the child labor laws. Reports have been published also on the administration of the employment-certificate laws of Connecticut, New York, Maryland, and Wisconsin, and a report has been published on methods of enforcing child labor laws, particularly employment certificate systems. Other studies of child labor laws made by the Bureau are a study of the administration of street trades laws and of the administration of state laws requiring children to obtain permits for work in their own homes or in domestic service outside the home.

A study of employment-certificate records in Connecticut has been issued in a report entitled "Industrial Instability of Child Workers: A Study of Employment Certificate Records in Connecticut," and a comprehensive report on child labor in Boston, based on employment-certificate records and interviews with working children, was issued in 1922.

Industrial Studies. Studies made by the Bureau in the industrial field, as it relates to children, have included a survey of child welfare in coal mining areas in Pennsylvania and West Virginia, both anthracite and bituminous; investigations of the employment of children in canneries of the Gulf Coast and the State of Washington, industrial home work in Rhode Island, and agricultural activities, particularly in the beet fields of Michigan and Colorado, in the cotton fields of Texas and in the truck gardens of Maryland, Virginia, and New Jersey, on the tobacco farms of Kentucky, South Carolina, Virginia, Massachusetts, and Connecticut, in the fruit and

hop growing districts of Washington and Oregon, and in selected areas of rural North Dakota and Illinois.[4] Other studies of employed children relate to street trades and to child labor in Atlanta, made at the request of the Children's Code Commission of Georgia and at Columbus, Omaha, and Wilkes-Barre. As part of an inquiry into conditions under which children are directed into industrial life, a study of organized vocational guidance and juvenile placement activities was conducted in coöperation with the United States Employment Service in a number of cities. An inquiry into occupations for minors in metal manufacturing industries in Michigan, a second into opportunities for minors in the printing industry in New York City, and a third into types of occupations entered by children of subnormal mentality as well as studies of minimum wage and industrial accidents to minors, have also been made. Somewhat similar are an investigation of the types of occupations entered by children of subnormal mentality in seven cities and a study of the work histories of continuation school children in Milwaukee. Reports on industrial accidents to minors in Wisconsin, Massachusetts, and New Jersey and on the effect on minors of minimum-wage rulings in Minnesota, Wisconsin, California, and the District of Columbia were in press in 1925.

The Bureau receives periodical reports giving statistics of children between 14 and 16 years of age obtaining permits to go to work in a number of cities and states (the only source of current information between census years indicating the general trend in the employment of children of legal working age) and from time to time publishes analyses of these statistics.

[4] See List of Publications, p. 45.

The work done by the Bureau in administering the first federal child labor law has already been described.[5]

Children's Year Features. Measures to stimulate public interest in working children and their needs formed a part of the Children's Year program. A Back-to-School Drive was inaugurated in the fall of 1918 with the object of encouraging children, especially those who had been tempted to leave school for war work, to return to school. This was followed in February, 1919, by a Stay-in-School campaign. In connection with the Back-to-School Drive a number of popular pamphlets dealing with several phases of child labor were issued though several of these are no longer distributed:

Back-to-School Drive
Suggestions to Local Committees for the Back-to-School Drive
Scholarships for Children
Advising Children in their Choice of Occupation and Supervising the Working Child
The Visiting Teacher
The Employment-Certificate System
The States and Child Labor
Every Child in School

The most recent pamphlet of this character, "Child Labor in the United States: Ten Questions Answered," originally published in 1922 and revised in 1924, was issued in response to a popular demand for information regarding the extent and legal regulation of child labor in the states. Charts showing the state child-labor standards and the state compulsory school attendance standards affecting the employment of minors were issued in 1921, and a pamphlet giving the legal provisions of

[5] See page 5.

the various states regulating the employment of minors 16 years of age and over, was published in 1924. A pamphlet giving outlines for the study of child labor was issued in 1924 in coöperation with the Federal Board for Vocational Education. A report on physical standards for working children with a record form for the use of physicians examining children who apply for certificates to work was prepared in 1921 by a committee of physicians appointed by the Bureau. The Director of the Industrial Division served as Secretary of the committee, whose report was issued by the Bureau. The appendix giving the legislative requirements of the states on this topic was later revised to include laws of 1924. All of the legal publications are revised from time to time to embody changes in state legislation.

A bibliography on child labor was issued in 1916 and a supplementary list of references covering the years 1916 to 1924 was in press in May, 1925.

In General. The surveys and reports of the Industrial Division of the Bureau have, in general, been concerned not only with the employment of children, but also with that of mothers of young children and with the industrial status of the father as it affects the welfare of his children. The Division has attempted to scrutinize juvenile employment from three aspects: (1) The extent, character, conditions, causes and effects of child labor; (2) the methods of regulating child labor, including child labor in its relationship to school attendance laws and their administration; and (3) the transition of the child from school to work, including his preparation for industrial life, requirements for admission to the various trades, and methods of directing young people into employment and supervising their entrance into industry.

Dependency, Mothers' Pensions, Delinquency, Juvenile Courts, and Mental Defect. Studies and reports relating to dependency, delinquency, mothers' pensions, juvenile courts, and mental defect have been made under the auspices of the Social Service Division.

Mental Defect Studies. A study of mentally defective children in the District of Columbia was undertaken and completed in 1914 at the request of a local citizens' committee. Following this, at the request of a state committee, two studies—one urban and one rural—were made in Delaware in collaboration with the United States Public Health Service. A brief study of the relation between juvenile delinquency and mental defect was made in coöperation with the Georgia Commission on the Feeble-Minded in 1919, and during the same year the Bureau entered into a joint inquiry with the Public Health Service in one of its series of psychiatric studies of delinquent girls.

Mothers' Pensions. The mothers' pension laws of the various states and of Denmark and New Zealand were collated and published in 1914; a revised edition including the mothers' pension laws of Canada was issued in 1919, and a bulletin containing the text of such laws passed in the United States from 1920 to 1923 was issued in 1924. A report on the administration of the aid-to-mothers law in Illinois was published by the Bureau in 1921. In 1922 a conference on mothers' pensions was held under the auspices of the Mothers' Pension Committee, Family Division of the National Conference of Social Work, and the Children's Bureau, which published the proceedings of the conference. A report on this subject, entitled "Standards of Public Aid to Children in Their Own Homes," is based on investigations in nine communities chosen

as examples of different types of administration and deals primarily with the standards of living of the families receiving aid. This earlier study has been followed by a recent investigation undertaken by the Bureau at the request of the Family Division of the National Conference of Social Work and including counties in eight states and the Province of Manitoba, Canada. The inquiry was directed especially toward the analysis of prevailing standards of housing, health, sanitation, and recreation. State laws in effect November 1, 1922, concerned with public aid to children in their own homes were summarized in a legal chart which was later revised to include 1924 legislation and the texts of the laws of certain states.

Illegitimacy. Contributory to the dependency problem is that of children born out of wedlock, and the Bureau's studies of illegitimacy have had special reference to the burden of dependency resulting from illegitimacy, and the need for enforcing parental responsibility and improving the legal status of these children. Two reports have been issued dealing with legislation, and two studies on illegitimacy as a child-welfare problem, one of them being a field inquiry in Massachusetts. The third in this series, issued in 1924, deals with the treatment of the problem by the social agencies of several different communities. In 1920 two regional conferences were held and proceedings were issued on the subject of standards of legal protection for children born out of wedlock; this material formed the basis for the work of a committee of the National Conference of Commissioners on Uniform State Laws, appointed to consider a model law on status and support. This law was approved by the Commissioners in 1922 and has been adopted, with slight modifications, in four

states. In 1925 the Bureau published a study showing that the infant mortality among illegitimate babies in Baltimore had decreased 50 per cent between 1915 and 1921, apparently as the result of the increase in breast feeding made possible by the Maryland law of 1916 forbidding separation from their mothers, except under specified conditions, of babies under six months old.

Dependency. In the general field of dependency, a report has been issued relating to children deprived of parental care. Considerable legal and other research material has been prepared for limited distribution in temporary form, especially in connection with the Bureau's coöperation in the work of state commissions for the study and revision of child-welfare laws, on which a bulletin was issued early in 1924. A study of county boards of child welfare or public welfare in Minnesota, North Carolina, California, New Jersey, and New York was published in 1922. During 1923 a field study was made of the organization and methods of work of child-caring agencies in ten localities chosen as presenting examples of some of the best work in child placing in different parts of the country. The Bureau had in preparation in 1925 a handbook of instructions, standards, and information for boards of directors, superintendents, and workers in institutions for dependent children.

A collection of papers on the subject of foster-home care for dependent children, contributed by eleven of the leading authorities in that field, was also issued in 1924. A study of dependent children in the District of Columbia, which covers the work of the Board of Children's Guardians and, in less detail, that of private institutions, came out in the same year, and a report has been written of a field study of children indentured by the Wisconsin State Public School for de-

pendent children. In coöperation with The Children's Code Commission and The Department of Public Welfare of Georgia an investigation was made in 1924 of dependency, delinquency, and child protection in that state. Adoption laws have likewise been summarized.

Juvenile Courts. The methods of juvenile courts and the problems of juvenile delinquency have been studied extensively. The following publications on these subjects have been issued: Courts in the United States Hearing Children's Cases—a general survey of the situation in 1918; Children Before the Courts in Connecticut; Juvenile Delinquency in Rural New York; Juvenile Delinquency in Certain Countries at War; A Summary of Juvenile Court Legislation in the United States; Probation in Children's Courts; The Practical Value of Scientific Study of Juvenile Delinquents; The Legal Aspect of the Juvenile Court; The Federal Courts and the Delinquent Child; The Chicago Juvenile Court; and List of References on Juvenile Courts and Probation in the United States and a Selected List of Foreign References.

A field study has been made and a report was issued in 1925 on the procedure, organization, and methods of work of ten courts in different parts of the country. In 1921, in coöperation with the National Probation Association, a conference was held on Juvenile-Court Standards. The final report of a committee on standards appointed at that time was approved by the third conference, in 1923, and has been published under the title "Juvenile-Court Standards." An investigation of domestic-relations courts was in progress in 1925, to include: (1) An analysis of the laws of the forty-eight states with reference to jurisdiction, procedure, and provision for probation service; (2) a statistical study of

about 12,000 families in Cincinnati and Philadelphia, showing the extent to which the same family is dealt with in different types of cases and the inter-relationships of courts and social agencies in such cases; and (3) studies of the organization and case-work methods of courts in those cities which have attempted special court organization for dealing with family problems.

Child Welfare Commissions. The Child Welfare Commission movement has come in for special attention from the Social Service Division and much material has been supplied for use in the work of the various state commissions for the study and revision of child welfare laws. In 1924 a pamphlet on this subject (Publication No. 131) was issued. At that time there were twenty-nine such commissions in existence and the Children's Bureau was in active coöperation with those in Georgia,* as previously stated; in Kentucky, where assistance was given in preparing legislative recommendations; and in Pennsylvania, where the Bureau was making a study of dependency and delinquency in selected counties, the findings of which the commission planned to use in preparing recommendations to the 1925 session of the legislature.

Miscellaneous Studies and Investigations. The Bureau has undertaken various other studies and investigations on the subject of the general welfare of children, one of the early ones being concerned with recreation facilities for children in the District of Columbia, made at the request of the President of the Board of District Commissioners. A campaign for wider recreational opportunities was a feature of the Children's Year program.

During the fiscal year 1923 a specialist in recreation was added to the Bureau staff, in order that in the

* See page 23.

future this part of the Bureau's work may be greatly extended. A Brief Manual of Games for Organized Play Adapted from Standard Sources was prepared in connection with the Porto Rican survey, and a handbook of games for blind children was in preparation in 1925. A study of public amusements for children was under way in 1925.

The first of a projected series of studies of the welfare of children in the insular possessions of the United States has recently been made in Porto Rico, where it took the form of a Children's Year Survey in 1922, with follow-up work in 1923. In addition to investigating conditions on the island the representatives sent by the Bureau to Porto Rico assisted in developing activities to improve the health and well-being of children. An insular division of child health was established, health teaching was introduced in the schools, child-welfare activities were stimulated through "baby weeks," and games and athletics for school children were developed. A report on the Porto Rico Survey was issued in 1923.

For several years the Bureau has been obtaining from state officials, current information on legislation relating to child welfare which was pending before the various state legislatures. This information, data on bills before Congress pertaining to child welfare, reviews of current books, and items from English and foreign language periodicals dealing with child welfare have been given in the weekly News Summary, issued in mimeographed form by the Bureau and distributed to organizations interested in these subjects. Action taken on state child welfare legislation has been summarized in the annual reports of the Chief of the Bureau for the fiscal years 1923 and 1924.

CHAPTER III

ORGANIZATION

The work of the Children's Bureau is carried on through the following administrative units:

Office of the Chief
Office of the Assistant to the Chief
Social Service Division
Child Hygiene Division
Industrial Division
Editorial Division
Statistical Division
Maternity and Infant Hygiene Division

Each division is supervised by a director and an associate director.

Office of the Chief. The Chief of the Bureau, with the help of the assistant to the chief and the directors of the divisions, plans the work and decides the policies to be followed. Sometimes special survey units involving the coöperation of several divisions work under the direct supervision of the Chief.

Office of the Assistant to the Chief. Under the Assistant to the Chief come the general administration of the Bureau, the correspondence section, the filing section, and general assistance to the Chief in planning and executing the work of the Bureau.

The Administrative Section is in charge of the finances, supplies, and personnel records.

The Correspondence Section answers general routine correspondence which does not have reference to any special division, and supplies stenographic and typing service for all the divisions.

The Filing Section files all the Bureau correspondence.

Special surveys or investigations of a general character which do not come under any single division are under the direct supervision of the Chief or the Assistant to the Chief.

Social Service Division. The Social Service Division was organized in November, 1914. The work relates to children in need of special care—the dependent, the delinquent, and the mentally or physically handicapped. The activities of the division include research and investigation of problems relating to dependent, defective, and delinquent children; methods in use by institutions and agencies; the problems and methods of work of courts dealing with children; legislation needed for the protection of children; the work of state and other governmental agencies for children in need of special care. There are maintained a current index of references to articles and reports within the scope of the division's work, an index of agencies and institutions and compilations and digests of legislation. The personnel varies with the work undertaken.

Child Hygiene Division. The Child Hygiene Division was established in October, 1914. It consists of a Director who is a physician, an Associate Director and a research assistant (also physicians), a field staff of doctors and public health nurses, and a clerical force.

The Child Hygiene Division serves in an advisory capacity to the other divisions on all matters pertaining

to hygiene. It has coöperated with the other divisions of the Bureau in studying the social, economic, and hygienic factors in infant mortality. It makes investigations into the prevalence and methods of control of physical conditions affecting children's health and efficiency; for example, rickets and bad posture. Through research it assembles material relating to the physical and mental health and the physical development of children. The Division prepares popular bulletins and leaflets on child hygiene, physical and mental, and conducts the correspondence with the very large number of mothers seeking advice regarding the general hygienic care of themselves, and of their children, and with others interested in the health and care of children.

Industrial Division. The function of the Industrial Division, organized in July, 1914, is to collect and disseminate information regarding the various ways in which industry affects the welfare of children and child life and to coöperate with other divisions in matters involving industrial or economic problems.

Studies relating to the employment of children necessarily constitute the greater part of the work of the division. These fall into three main fields, namely:

1. The extent, conditions, causes, and effects of child labor.
2. Methods of regulating child labor, including laws affecting child labor and their administration.
3. The transition of the child from school to work, including his preparation for industrial life, the requirements for his admission to the various trades, and supervising his entrance into industry.

In addition the Division inquires into the relation of industry to child welfare in its broader aspects, as in

the studies regarding children in mining and agricultural communities in which the relation of the economic and occupational status of the parents to the development of the child is perhaps the most significant aspect.

As in the other divisions of the bureau, the work of investigation is carried on by means of field studies and library research, and the data collected are given out informally through correspondence and conferences, as well as through technical and popular reports.

The work is performed by a director and associate director and a permanent staff of specialists, research and field agents and clerks, assisted by temporary field workers according to the extent of the field investigation under way.

Maternity and Infant Hygiene Division. With the passage of the federal act for the promotion of the welfare and hygiene of maternity and infancy in November, 1921, the Bureau added to its other six major divisions a new Division of Maternity and Infant Hygiene. It is in charge of a Medical Director, assisted by an Associate Medical Director, and there is also a public health nurse, an accountant, and such clerical and field force as necessary. The Division acts as a clearing house for plans with regard to organization, activities, publications, exhibits, and other details of the state programs; renders assistance and advice to the states through visits by the Director, Associate Director, and the consulting nurse, by conducting institutes for public health nurses, and by issuing news letters and other bulletins; conducts research on appropriate topics; supervises financial accounting of the federal funds allotted to the states; and receives reports of state activities. An annual

report is issued on the administration of the Maternity and Infancy Act.

Statistical Division. The functions of the Statistical Division, established in August, 1914, include assistance in the planning of schedules and instructions, examining and editing schedules; coding, card-punching, and tabulation; the writing of reports; statistical criticism and statistical editing of all reports issued by the Bureau; and the conduct of special statistical investigations.

The Director has general charge of the Division, and is responsible for the statistical criticism of all reports. A considerable amount of his time is devoted to writing reports.

Most of the administrative work of the Division falls upon the Associate Director, in particular the organization and planning of the work. Part of the Associate Director's time is also devoted to the writing of reports. A statistical expert assists in planning symbol sheets and in drawing up tables.

The work of the Division is organized according to the requirements of the study under way at any particular time, into separate sections, each section dealing with a single piece of work. Thus the sections vary from time to time in accordance with the number of separate pieces of work on hand, and as additional temporary clerks are employed, or clerks are detailed from other divisions. Each section is under a section head, who is directly responsible for the progress of the work of the section.

Editorial Division. The work of the Editorial Division includes: (1) Editing, revising, and proof reading of the Bureau's publications; (2) issuance of a weekly child-

welfare News Summary (mimeographed); and (3) press releases, special articles, and exhibits.

The work on reports involves decision, in conference with the Bureau's specialists, as to the selection and arrangement of material; checking of facts; revision of English; making of graphs and maps; and "copy preparation" for the printer. The division also edits, checks, and reads proof of articles and papers by members of the Bureau staff.

The News Summary contains summaries of important articles on child welfare, book reviews, notices of meetings, and notes on national and state child-welfare legislation. The leading periodicals in English and foreign languages are digested for this purpose.

As a part of the Bureau's effort to inform parents of the child-welfare standards worked out by specialists there has been assembled a collection of exhibit material which is loaned to organizations desiring to make use of it. It includes three models—a playground, an institution on the cottage plan, and a child-health center—two motion-picture films, slides on infant and child care, and posters, panels, and charts. A film demonstrating posture exercises was in preparation in May, 1925.

The director of the division is assisted by an associate director in charge of reports and a specialist in public information in charge of the News Summary, the distribution of information, and exhibits; and there are also editors, a checker, an indexer, research workers, exhibits assistants, a secretary, and clerical workers.

APPENDIX 1

OUTLINE OF ORGANIZATION

Explanatory Note

The Outlines of Organization have for their purpose to make known in detail the organization and personnel possessed by the several services of the national government to which they relate. They have been prepared in accordance with the plan followed by the President's Commission on Economy and Efficiency in the preparation of its outlines of the organization of the United States Government.[1] They differ from those outlines, however, in that whereas the Commission's report showed only organization units, the presentation herein has been carried far enough to show the personnel embraced in each organization unit.

These outlines are of value not merely as an effective means of making known the organization of the several services. If kept revised to date by the services, they constitute exceedingly important tools of administration. They permit the directing personnel to see at a glance the organization and personnel at their disposition. They establish definitely the line of administrative authority and enable each employee to know his place in the system. They furnish the essential basis for making plans for determining costs by organization, division and subdivision. They afford the data for a consideration of the problem of classifying and standardizing personnel and compensation. Collectively, they make it possible to determine the number and location of organization divisions of any particular kind, as, for example, laboratories, libraries, blueprint rooms, or any other kind of plant possessed by the national government, to what services they are attached and where they are located, or to determine what services are maintaining stations at any city or point in the United States. The Institute hopes that upon the completion of the present series, it will be able to prepare

[1] House Doc. 458, 62d Congress, 2d Session, 1912—2 vols

a complete classified statement of the technical and other facilities at the disposal of the government. The present monographs will then furnish the details regarding the organization, equipment, and work of the institutions so listed and classified.

OUTLINE OF ORGANIZATION

CHILDREN'S BUREAU
DEPARTMENT OF LABOR
APRIL 1, 1925[2]

Organization Units: *Classes of Employees*	*Number*	*Annual Salary Rate*
1. Office of Chief		
Chief	1	$6,000
Private Secretary	1	2,100
Stenographer	1	1,500
Information Clerk	1	1,560
In addition to the above staff there are 3 temporary employees engaged in field studies.		
2. Office of Assistant to the Chief		
Assistant to the Chief	1	5,200
Junior Social Economist	1	1,860
Junior Assistant in Legal Research	1	1,860
Private Secretary	1	1,680
Clerk	1	1,440
In addition to the above staff there are 2 temporary employees engaged in field studies.		
3. Maternity and Infant Hygiene Division		
Director	1	3,800
Associate Director	1	3,500
Specialist in Maternal and Infant Hygiene	1	3,800
Expert in Maternal and Infant Hygiene	1	3,000
Expert in Maternal and Infant Hygiene	1	2,400
Expert in Maternal and Infant Care	1	3,000
Assistant in Maternal and Infant Care	1	2,400
Assistant in Maternal and Infant Care	1	2,100
Accountant	1	2,100
Financial Secretary	1	2,000
Stenographer	1	1,680

[2] Social economists are assigned to different divisions as exigencies of special work require. The number of temporary employees varies according to size and character of field studies in progress.

4.	Child Hygiene Division		
	Director	1	3,800
	Associate Director	1	3,000
	Junior Social Economist	1	1,860
	Secretary-Stenographer	1	1,740
	Most of the staff of this division is assigned to work in the field at the present time.		
	Field Unit[8]		
	Director	1	3,000
	Assistant Director	1	2,400
	Junior Social Economist	2	1,860
	Public Health Nurse	3	1,680
	X-Ray Technician	1	1,440
	Stenographer	1	1,440
	Stenographer	1	1,320
	Janitor	1	.50hr
5.	Industrial Division		
	Director	1	3,800
	Associate Director	1	3,000
	Assistant Social Economist	6	2,400
	Junior Social Economist	2	1,860
	Assistant in Legal Research	1	2,500
	Junior Assistant in Legal Research	1	1,860
	Legal Research Clerk	1	1,680
	Clerk	1	1,860
	Statistical Clerk	1	1,860
	Secretary-Stenographer	1	1,680
	Stenographer	1	1,500
	Typist	1	1,440
	In addition to the above staff there are 19 temporary employees engaged in field studies.		
6.	Social Service Division		
	Director	1	3,800
	Associate Director	1	3,000
	Assistant Social Economist	4	2,400
	Junior Social Economist	2	1,860
	Assistant in Legal Research	1	2,400
	Clerk	1	1,680
	Statistical Clerk	1	1,680

[8] This unit began, in the fiscal year 1924, a study of the incidence of rickets among school children.

Secretary-Stenographer	1	1,740
Stenographer	1	1,680
Typist	1	1,680
In addition to the above staff there are 5 temporary employees engaged in field studies.		
7. Special Studies		
Director	1	3,800
Assistant Social Economist	1	2,400
Secretary-Stenographer	1	1,440
Number of employees varies according to size and character of study in progress.		
8. Recreation Service		
Recreation Expert	1	3,000
Secretary-Stenographer	1	1,560
9. Editorial Division		
Director	1	3,000
Associate Director	1	2,400
Specialist in Public Information	1	2,500
Editor	1	2,100
Editor	1	1,860
Assistant in Foreign Languages	1	2,400
Junior Social Economist	1	1,860
Checker	1	2,000
Indexer	1	1,740
Exhibits Assistant	1	1,740
Exhibits Assistant	1	1,680
Exhibits Assistant	1	1,500
Secretary-Stenographer	1	1,680
Stenographer	1	1,440
Editorial Clerk	1	1,500
Editorial Clerk	1	1,500
Editorial Clerk	1	1,440
10. Statistical Division		
Director	1	3,800
Associate Director	1	3,000
Assistant Social Economist	2	2,400
Statistical Clerk	4	1,860
Statistical Clerk	8	1,680
Statistical Clerk	1	1,560
Statistical Clerk	1	1,500
Statistical Clerk	1	1,380
Secretary-Stenographer	1	1,680
Stenographer	1	1,500

11.	Administrative Section		
	Chief Clerk	1	3,000
	Assistant Chief Clerk	1	2,400
	Personnel Clerk	1	1,920
	Accountant	1	1,860
	Audit Clerk	1	1,680
	Stenographer	1	1,440
	Clerk	1	1,260
	Clerk-Typist	1	1,140
	Messenger	1	1,260
	Messenger	1	1,140
12.	Correspondence Section		
	Correspondence Clerk	1	2,300
	Assistant Correspondence Clerk	1	1,860
	Clerk-Stenographer	1	1,680
	Stenographer	2	1,560
	Stenographer	3	1,500
	Stenographer	2	1,440
	Stenographer	1	1,320
	Typist	1	1,500
	Typist	1	1,440
13.	Central Files		
	Supervisor of Files	1	2,100
	File Clerk	1	1,680
	File Clerk	1	1,500

APPENDIX 2

CLASSIFICATION OF ACTIVITIES

Explanatory Note

The Classifications of Activities have for their purpose to list and classify in all practicable detail the specific activities engaged in by the several services of the national government. Such statements are of value from a number of standpoints. They furnish, in the first place, the most effective showing that can be made in brief compass of the character of work performed by the service to which they relate. Secondly, they lay the basis for a system of accounting and reporting that will permit the showing of total expenditures classified according to activities. Finally, taken collectively, they make possible the preparation of a general or consolidated statement of the activities of the government as a whole. Such statement will reveal in detail, not only what the government is doing, but the services in which the work is being performed. For example, one class of activities that would probably appear in such classification is that of "scientific research." A subhead under this class would be "chemical research." Under this head would appear the specific lines of investigation under way and the services in which they were being prosecuted. It is hardly necessary to point out the value of such information in planning for future work and in considering the problem of the better distribution and coördination of the work of the government. The Institute contemplates such a general listing and classification of the activities of the government upon the completion of the present series.

Classification of Activities

I. Investigating and reporting on
   1. Matters pertaining to the hygiene of children, including Special health problems of different developmental periods, as preschool and adolescence

2. Children in need of special care
   - Dependent and neglected children
     - Causes and prevention of dependency and neglect
     - Institutional and home care
     - Mothers' pensions
     - Special problems of children born out of wedlock
   - Juvenile delinquents
     - Juvenile courts
     - Social conditions making for delinquency
     - Methods of care and training
   - Mentally defective or physically handicapped children
     - Care and protection
     - Special social problems
3. Child labor
   - Extent, conditions, causes, and effects
   - Methods of regulation
   - Transition from school to work
4. General
   - Recreation
   - Child welfare in the insular possessions

II. Promoting the welfare of children
1. Publication and distribution of scientific and popular material
2. Demonstration conferences in infant and child hygiene
3. Coöperation with
   - State and other bodies in formulating and executing child-welfare programs
   - Other departments of the Federal Government and national societies interested in some part of the field of child welfare

III. Administering the Maternity and Infancy Act
1. Coöperation with the agency designated by each state for local administration
2. Such studies, investigations, and reports as will promote the efficient administration of the act
   - Infant mortality
   - Maternal mortality
3. Certification to the Secretary of the Treasury and to the treasurers of the states of the amount apportioned to each state for the fiscal year
4. General administration of the act

APPENDIX 3

PUBLICATIONS

The publications of the Children's Bureau consist of the annual report of the Chief, Bureau publications, leaflets, and child-welfare dodgers. The Bureau publications are numbered serially. In the following list they are classified according to subject.

General Child Welfare

*No. 1. The Children's Bureau: A circular containing the text of the law establishing the bureau and a brief outline of the plans for immediate work. 5 pp. 1912.

*No. 2. Birth Registration: An aid in protecting the lives and rights of children. 20 pp. 1914.

*No. 5. Handbook of Federal Statistics of Children: Number of children in the United States, with their sex, age, race, nativity, parentage, and geographic distribution. 106 pp. 1914.

*No. 14. Child-Welfare Exhibits: Types and preparation, by Anna Louise Strong, Ph. D. 58 pp. 1915.

*No. 21. Summary of Child-Welfare Laws Passed in 1916. 74 pp. 1917.

No. 28. Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and their Dependents, prepared under the direction of Capt. S. Herbert Wolfe, Q.M., U.S.R., detailed by the Secretary of War. 236 pp. 1917.

No. 36. Save 100,000 Babies, Get a Square Deal for Children. 8 pp. 1918.

No. 40. Children's Year Working Program, prepared in collaboration with the Department of Child Welfare of the Woman's Committee, Council of National Defense. 12 pp. 1918.

*No. 44. Patriotic Play Week. Suggestions to Local Committees. 8 pp. 1918.

No. 54. An Outline for a Birth-Registration Test. 13 pp. 1919.

No. 60. Standards of Child Welfare: A report of the Children's Bureau conferences, May and June, 1919. 459 pp. 1919.

Separates which comprise the same material are as follows:

Separate No. 1. The Economic and Social Basis for Child-Welfare Standards.

Separate No. 2. Child Labor.

*Separate No. 3. The Health of Children and Mothers.

Separate No. 4. Children in Need of Special Care and Standardization of Child-Welfare Laws.

No. 62. Minimum Standards for Child Welfare Adopted by the Washington and Regional Conferences on Child Welfare, 1919. 15 pp. 1920.

No. 67. Children's Year: A brief summary of work done and suggestions for follow-up work. 19 pp. and 2 maps. 1920.

*No. 71. State Commissions for the Study and Revision of Child-Welfare Laws, by Emma O. Lundberg and Ruth H. Olmsted. 43 pp. 1920. (Superseded by No. 131.)

No. 73. Child-Welfare Programs: Study Outlines for the Use of Clubs and Classes, by Mrs. Max West and Nettie McGill. 35 pp. 1920.

No. 75. Illegitimacy as a Child-Welfare Problem: Part 2. A study of original records in the City of Boston, and in the State of Massachusetts, by Emma O. Lundberg and Katharine F. Lenroot. 408 pp. 1921.

*No. 84. Average Heights and Weights of Children Under Six Years of Age. (Same information available in Chart No. 12.)

No. 87. Statures and Weights of Children Under Six Years of Age, by Robert Morse Woodbury, Ph. D. 117 pp. 1921.

No. 102. Children of Wage-Earning Mothers: A study of a selected group in Chicago, by Helen Russel Wright. 92 pp. 1922.

No. 122. Children of Preschool Age in Gary, Ind.: Part 1. General Conditions Affecting Child Welfare, by Elizabeth Hughes. Part 2. Diet of the Children, by Lydia Roberts. 175 pp. 1923.

No. 125. Unemployment and Child Welfare: A study made in a middle-western and an eastern city during the industrial depression of 1921 and 1922, by Emma O. Lundberg. 173 pp. 1923.

No. 127. Child Welfare in the Insular Possessions of the United States, Part 1. Porto Rico, by Helen V. Bary. 75 pp. 1923.

No. 128. Illegitimacy as a Child-Welfare Problem: Part 3, Methods of care in selected urban and rural communities. 260 pp. 1924.

No. 131. State Commissions for the Study and Revision of Child-Welfare Laws, by Emma O. Lundberg. 156 pp. 1924.
No. 135. Habit Clinics for the Child of Preschool Age; their organization and practical value, by D. A. Thom, M. D. 71 pp. 1924.
No. 137. The Promotion of the Welfare and Hygiene of Maternity and Infancy—Report of the Administration of the Act of Congress of November 23, 1921, for the Period March 20, 1922, to June 30, 1923. 42 pp. 1924.
No. 143. Child Management, by D. A. Thom, M. D. 24 pp. 1925.
No. 145. Laws Relating to Sex Offenses Against Children by Reuben Oppenheimer and Lulu L. Eckman. 74 pp. 1925.
Child-Welfare Dodgers
No. 1. Books and Pamphlets on Child Care (revised, 1925).
*No. 2. The Care of the Mother (revised).
No. 3. Is Your Child's Birth Recorded? (revised, 1925).
No. 4. Breast Feeding (revised).
No. 5. Bottle Feeding.
*No. 6. The Preparation of Artificial Food.
*No. 7. Milk (superseded by Folder No. 3).
No. 8. Feeding the Child.
No. 9. The Care of the Baby (revised).
No. 10. What Do Growing Children Need?
Chart No. 12. Average Heights and Weights of Children Under Six Years of Age.

Infant and Maternal Mortality

*No. 3. Baby-Saving Campaigns: A preliminary report on what American cities are doing to prevent infant mortality. 93 pp. 1914.
*No. 6. New Zealand Society for the Health of Women and Children: An example of methods of baby-saving work in small towns and rural districts. 18 pp. 1914.
*No. 9. Infant Mortality: Results of a field study in Johnstown, Pa., based on births in one calendar year, by Emma Duke. 93 pp. 1915.
*No. 11. Infant Mortality, Montclair, N. J.: A study of infant mortality in a suburban community. 36 pp. 1915.
*No. 15. Baby-Week Campaigns (revised). 152 pp. 1917.
*No. 19. Maternal Mortality from all Conditions Connected with Childbirth in the United States and Certain Other Countries, by Grace L. Meigs, M. D. 66 pp. 1917.
*No. 20. Infant Mortality: Results of a field study in Manchester, N. H., based on births in one year, by Beatrice Sheets Duncan and Emma Duke. 135 pp. 1917.

*No. 29. Infant Mortality: Results of a field study in Waterbury, Conn., based on births in one year, by Estelle B. Hunter. 157 pp. 1918.

*No. 37. Infant Mortality: Results of a field study in Brockton, Mass., based on births in one year, by Mary V. Dempsey. 82 pp. 1919.

*No. 52. Infant Mortality: Results of a field study in Saginaw, Mich., based on births in one year, by Nila F. Allen. 91 pp. 1919.

*No. 61. Save the Youngest (revised): Seven charts on maternal and infant mortality, with explanatory comment. 15 pp. 1921.

No. 68. Infant Mortality: Results of a field study in New Bedford, Mass., based on births in one year, by Jessamine S. Whitney. 114 pp. 1920.

No. 72. Infant Mortality: Results of a field study in Akron, Ohio, based on births in one year, by Theresa S. Haley. 118 pp. 1920.

No. 86. Infant Mortality in Pittsburgh: An analysis of records for 1920 with six charts, by Glenn Steele. 24 pp. 1921.

No. 105. Infant Mortality and Preventive Work in New Zealand, by Robert Morse Woodbury, Ph. D. 72 pp. 1922.

No. 112. Infant Mortality: Results of a field study in Gary, Ind., based on births in one year, by Elizabeth Hughes. 122 pp. 1922.

No. 119. Infant Mortality: Results of a Field Study in Baltimore, Md., based on births in one year, by Anna Rochester. 400 pp. 1923.

No. 142. Causal Factors in Infant Mortality; a statistical study based on investigations in eight cities, by Robert Morse Woodbury, Ph. D. 245 pp. 1925.

Leaflets

Decline in Infant Mortality in the United States Birth-Registration Area, 1915-1921.

Economic Factors in Infant Mortality.

The Trend of Maternal Mortality Rates in the United States Death-Registration Area, 1900-1921.

Westergaard's Method of Expected Deaths as Applied to the Study of Infant Mortality.

Hygiene of Maternity and Infancy

*No. 2. Birth Registration: An aid in protecting the lives and rights of children. 20 pp. 1914.

* Supply exhausted.

*No. 3. Baby-Saving Campaigns: A preliminary report on what American cities are doing to prevent infant mortality. 93 pp. 1914.

No. 4. Prenatal Care, by Mrs. Max West. 41 pp. 1924.

*No. 6. New Zealand Society for the Health of Women and Children: An example of methods of baby-saving work in small towns and rural districts. 18 pp. 1914.

No. 8. Infant Care (revised). 118 pp. 1924.

*No. 9. Infant Mortality: Results of a field study in Johnstown, Pa., based on births in one calendar year, by Emma Duke. 93 pp. 1915.

*No. 11. Infant Mortality: Montclair, N. J.: A study of infant mortality in a suburban community. 36 pp. 1915.

*No. 15. Baby-Week Campaigns (revised). 152 pp. 1917.

*No. 16. A Tabular Statement of Infant-Welfare Work by Public and Private Agencies in the United States, by Etta R. Goodwin. 114 pp. 1916.

*No 19. Maternal Mortality from All Conditions Connected with Childbirth in the United States and Certain Other Countries, by Grace L. Meigs, M. D. 66 pp. 1917.

*No. 20. Infant Mortality: Results of a field study in Manchester, N. H., based on births in one year, by Beatrice Sheets Duncan and Emma Duke. 135 pp. 1917.

*No. 21. Summary of Child-Welfare Laws Passed in 1916. 74 pp. 1917.

No. 26. Maternity and Infant Care in a Rural County in Kansas, by Elizabeth Moore. 50 pp. 1917.

*No. 29. Infant Mortality: Results of a field study in Waterbury, Conn., based on births in one year, by Estelle B. Hunter. 157 pp. 1918.

No. 33. Rural Children in Selected Counties of North Carolina, by Frances Sage Bradley, M. D., and Margaretta A. Williamson. 118 pp. 1918.

No. 34. Maternity Care and the Welfare of Young Children in a Homesteading County in Montana, by Viola I. Paradise. 98 pp. 1919.

*No. 37. Infant Mortality: Results of a field study in Brockton, Mass., based on births in one year, by Mary V. Dempsey. 82 pp. 1919.

No. 38. April and May Weighing and Measuring Test. 1918.
Part 1, Suggestions to Local Committees, 8 pp.
Part 2, Suggestions to Examiners, 4 pp.
Part 3, Follow-up Work. 8 pp.

No. 46. Maternity and Infant Care in Two Rural Counties in Wisconsin, by Florence Brown Sherbon, M. D., and Elizabeth Moore. 92 pp. 1919.

*No. 52. Infant Mortality: Results of a field study in Saginaw, Mich., based on births in one year, by Nila F. Allen. 91 pp. 1919.

No. 54. An Outline for a Birth-Registration Test. 13 pp. 1919.

*No. 57. Maternity-Benefit Systems in Certain Foreign Countries, by Henry J. Harris. 206 pp. 1919.

No. 60. Standards of Child Welfare: A report of the Children's Bureau conferences, May and June, 1919. 459 pp. 1919.

*Separate No. 3. The Health of Children and Mothers.

*No. 61. Save the Youngest (revised). Seven charts on maternal and infant mortality, with explanatory comment. 15 pp. 1921.

No. 68. Infant Mortality: Results of a field study in New Bedford, Mass., based on births in one year, by Jessamine S. Whitney. 114 pp. 1920.

No. 72. Infant Mortality: Results of a field study in Akron, Ohio, based on births in one year, by Theresa S. Haley. 118 pp. 1920.

No. 76. Infant-Welfare Work in Europe: An account of recent experiences in Great Britain, Austria, Belgium, France, Germany, and Italy, by Nettie McGill. 169 pp. 1921.

No. 83. Breast Feeding. 13 pp. 1921.

No. 86. Infant Mortality in Pittsburgh: An analysis of records for 1920 with six charts, by Glenn Steele. 24 pp. 1921.

No. 88. Maternity and Child Care in Selected Rural Areas of Mississippi, by Helen M. Dart. 60 pp. 1921.

No. 90. The Hygiene of Maternity and Childhood, Outlines for Study, Separate No. 1, from Child Care and Child Welfare, prepared in coöperation with the Federal Board for Vocational Education. 327 pp. 1924.

No. 95. Promotion of the Welfare and Hygiene of Maternity and Infancy. Text of Act of November 23, 1921, and maximum amounts available to the states. 7 pp. (revised). 1925.

No. 101. Office Administration for Organizations Supervising the Health of Mothers, Infants, and Children of Preschool Age, with special reference to public health nursing agencies, by Estelle B. Hunter. 216 pp. 1922.

No. 105. Infant Mortality and Preventive Work in New Zealand, by Robert Morse Woodbury, Ph. D. 72 pp. 1922.

No. 110. The Nutrition and Care of Children in a Mountain County of Kentucky, by Lydia Roberts. 41 pp. 1922.

No. 112. Infant Mortality: Results of a field study in Gary, Ind., based on births in one year, by Elizabeth Hughes. 122 pp. 1922.

No. 119. Infant Mortality: Results of a field study in Baltimore, Md., based on births in one year, by Anna Rochester. 400 pp. 1923.

No. 120. Maternity and Infant Care in a Mountain County in Georgia, by Glenn Steele. 58 pp. 1923.

No. 127. Child Welfare in the Insular Possessions of the United States—Part 1, Porto Rico, by Helen V. Bary. 75 pp. 1923.

No. 137. The Promotion of the Welfare and Hygiene of Maternity and Infancy—Report of the Administration of the Act of Congress of November 23, 1921, for the Period March 20, 1922, to June 30, 1923. 42 pp. 1924.

No. 142. Causal Factors in Infant Mortality: a statistical study based on investigations in eight cities, by Robert Morse Woodbury, Ph. D. 245 pp. 1925.

No. ——. The Promotion of the Welfare and Hygiene of Maternity and Infancy—Report of the Administration of the Act of Congress of November 23, 1921, fiscal year July 1, 1923, to June 30, 1924. — pp. 1925. (In Press.)

Dodgers on Child Welfare

No. 1. Books and Pamphlets on Child Care (revised, 1925).
*No. 2. The Care of the Mother (revised).
No. 4. Breast Feeding (revised).
No. 5. Bottle Feeding.
*No. 6. The Preparation of Artificial Food.
*No. 7. Milk (superseded by Folder No. 3).
No. 8. Feeding the Child.
No. 9. The Care of the Baby (revised).

Leaflets

Decline in Infant Mortality in the United States Birth-Registration Area, 1915-1921.
Economic Factors in Infant Mortality.
Federal Aid for the Protection of Maternity and Infancy.
The Midwife Problem in the United States.
The Trend of Maternal Mortality Rates in the United States Death-Registration Area, 1900-1921.
Westergaard's Method of Expected Deaths as Applied to the Study of Infant Mortality.

Folders

No. 1. Minimum Standards of Prenatal Care (revised).
No. 3. Why Drink Milk? Milk is the Indispensable Food for Children.
No. 4. What Builds Babies? The Mother's Diet in the Pregnant and Nursing Periods.

Child Hygiene

*No. 21. Summary of Child-Welfare Laws Passed in 1916. 74 pp. 1917.

No. 23. How to Conduct a Children's Health Conference, by Frances Sage Bradley, M. D., and Florence Brown Sherbon, M. D. 24 pp. 1917.

No. 30. Child Care: The Preschool Age, by Mrs. Max West. 82 pp. 1922.

No. 33. Rural Children in Selected Counties of North Carolina, by Frances Sage Bradley, M. D., and Margaretta A. Williamson. 118 pp. 1918.

No. 34. Maternity Care and the Welfare of Young Children in a Homesteading County in Montana, by Viola I. Paradise. 98 pp. 1919.

*No. 35. Milk, the Indispensable Food for Children, by Dorothy Reed Mendenhall, M. D. 32 pp. 1918.

No. 38. April and May Weighing and Measuring Test. 1918.
Part 1, Suggestions to Local Committees, 8 pp.
Part 2, Suggestions to Examiners, 4 pp.
Part 3, Follow-up Work. 8 pp.

No. 45. Children's Health Centers. 7 pp. 1918.

No. 47. The Public-Health Nurse: How she helps to keep the babies well. 7 pp. 1918.

*No. 57. Maternity-Benefit Systems in Certain Foreign Countries, by Henry J. Harris. 206 pp. 1919.

No. 60. Standards of Child Welfare: A report of the Children's Bureau conferences, May and June, 1919. 459 pp. 1919.

*Separate No. 3. The Health of Children and Mothers.

No. 69. The Child-Welfare Special: A suggested method of reaching rural communities, by Frances Sage Bradley, M. D. 18 pp. 1920.

No. 76. Infant-Welfare Work in Europe: An account of recent experiences in Great Britain, Austria, Belgium, France, Germany, and Italy, by Nettie McGill. 169 pp. 1921.

No. 79. Physical Standards for Working Children: Preliminary report of the committee appointed by the Children's Bureau of the U. S. Department of Labor to formulate standards of normal development and sound health for the use of physicians in examining children entering employment and children at work (appendix revised to include 1923 and 1924 legislation). 24 pp. 1924.

*No. 84. Average Heights and Weights of Children Under Six Years of Age. 4. pp. 1921. (Same information available in Chart No. 12.)

*No. 87. Statures and Weights of Children Under Six Years of Age, by Robert Morse Woodbury, Ph D. 117 pp. 1921.
No. 88. Maternity and Child Care in Selected Rural Areas of Mississippi, by Helen M. Dart. 60 pp. 1921.
No. 90. The Hygiene of Maternity and Childhood, Outlines for Study, Separate No. 1, from Child Care and Child Welfare, prepared in coöperation with the Federal Board for Vocational Education. 327 pp. 1924.
No. 91. Child Mentality and Management, Outlines for Study, Separate No. 2, from Child Care and Child Welfare, prepared in coöperation with the Federal Board of Vocational Education. 54 pp. 1924.
No. 101. Office Administration for Organizations Supervising the Health of Mothers, Infants, and Children of Preschool Age, with special reference to public health nursing agencies, by Estelle B. Hunter. 216 pp. 1922.
No. 108. Directory of Local Child-Health Agencies in the United States. 340 pp. 1922.
No. 110. The Nutrition and Care of Children in a Mountain County of Kentucky, by Lydia Roberts. 41 pp. 1922.
No. 111. Physical Status of Preschool Children, Gary, Ind., by Anna E. Rude, M. D. 84 pp. 1922.
No. 122. Children of Preschool Age in Gary, Ind.: Part 1, General Conditions Affecting Child Welfare, by Elizabeth Hughes. Part 2, Diet of the Children, by Lydia Roberts. 175 pp. 1923.
No. 127. Child Welfare in the Insular Possessions of the United States, Part 1, Porto Rico, by Helen V. Bary. 75 pp. 1923.
No. 135. Habit Clinics for the Child of Preschool Age; their organization and practical value, by D. A. Thom, M. D. 71 pp. 1924.
No. 138. Nutrition Work for Preschool Children, by Agnes K. Hanna. 25 pp. 1924.
No. 143. Child Management, by D. A. Thom, M. D. 24 pp. 1925.
Child-Welfare Dodgers
No. 1. Books and Pamphlets on Child Care (revised, 1925).
*No. 7. Milk (superseded by Folder No. 3).
No. 8. Feeding the Child.
No. 9. The Care of the Baby (revised).
No. 10. What Do Growing Children Need?
Folder No. 3. Why Drink Milk? Milk is the Indispensable Food for Children.
Folder No. 4. What Builds Babies? The Mother's Diet in the Pregnant and Nursing Periods.

Industrial Problems of Child Welfare

*No. 10. Child-Labor Legislation in the United States, by Helen L. Sumner and Ella A. Merritt. 1131 pp. 1915.

†Analytical Tables, Separate No. 1, from the above, is still available

*Separates Nos. 2 to 54. Text of laws for each state separately.

No. 12. Administration of Child-Labor Laws: Part 1, Employment-Certificate System, Connecticut, by Helen L. Sumner and Ethel E. Hanks. 69 pp. 1915.

*No. 17. Administration of Child-Labor Laws: Part 2, Employment-Certificate System, New York, by Helen L. Sumner and Ethel E. Hanks. 164 pp. 1917.

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Folders

No. 2. Backyard Playgrounds.

APPENDIX 4

LAWS

(A) Index To Laws

Creation

Children's Bureau established ..... 37 Stat. L., 79
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(B) Compilation of Laws

1912—Act of April 9, 1912 (37 Stat. L., 79)—An Act To establish in the Department of Commerce and Labor a bureau to be known as the Children's Bureau.

[Sec. 1]. That there shall be established in the Department of Commerce and Labor a bureau to be known as the Children's Bureau.

Sec. 2. That the said bureau shall be under the direction of a chief, to be appointed by the President, by and with the advice and consent of the Senate, and who shall receive an annual compensation of five thousand dollars. The said bureau shall investigate and report to said department upon all matters pertaining to the welfare of children and child life among all classes of our people, and shall especially investigate the questions of infant mortality, the birth rate, orphanage, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, legislation affecting children in the several states and territories. But no official, or agent, or representative of said bureau shall, over the objection of the head of the family, enter any house used exclusively as a family residence. The chief of said bureau may from time to time publish the results of these investigations in such manner and to such extent as may be prescribed by the Secretary of Commerce and Labor.

Sec. 3. That there shall be in said bureau, until otherwise provided for by law, an assistant chief, to be appointed by the Secretary of Commerce and Labor, who shall receive an annual compensation of two thousand four hundred dollars; one private secretary to the chief of the bureau, who shall receive an annual compensation of one thousand five hundred dollars; one statistical expert, at two thousand dollars; two clerks of class four; two clerks of class three; one clerk of class two; one clerk of class one; one clerk, at one thousand dollars; one copyist, at nine hundred dollars; one special agent, at one thousand four hundred dollars; one special agent, at one thousand two hundred dollars, and one messenger at eight hundred and forty dollars.

Sec. 4. That the Secretary of Commerce and Labor is hereby directed to furnish sufficient quarters for the work of this bureau at an annual rental not to exceed two thousand dollars.

Sec. 5. That this act shall take effect and be in force from and after its passage.

1913—Act of March 4, 1913 (37 Stat. L., 736)—An Act To create a Department of Labor.

[Sec. 1]. That there is hereby created an executive department in the Government to be called the Department of Labor . . . and the Department of Commerce and Labor shall hereafter be called the Department of Commerce.

* * * *

Sec. 3. That the following named officers, bureaus, divisions, and branches of the public service now and heretofore under the jurisdiction of the Department of Commerce and Labor, and all that pertains to the same,

known as . . . the Children's Bureau . . . be, and the same hereby are, transferred from the Department of Commerce and Labor to the Department of Labor, and the same shall hereafter remain under the jurisdiction and supervision of the last named department.

* * * *

SEC. 11. That this act shall take effect March 4, 1913.

1916—Act of September 1, 1916 (39 Stat. L., 675)—An Act To prevent interstate commerce in the products of child labor, and for other purposes.[1]

[SEC. 1]. That no producer, manufacturer, or dealer shall ship or deliver for shipment in interstate or foreign commerce any article or commodity the product of any mine or quarry, situated in the United States, in which within thirty days prior to the time of the removal of such product therefrom children under the age of sixteen years have been employed or permitted to work, or any article or commodity the product of any mill, cannery, workshop, factory, or manufacturing establishment, situated in the United States, in which within thirty days prior to the removal of such product therefrom children under the age of fourteen years have been employed or permitted to work, or children between the ages of fourteen years and sixteen years have been employed or permitted to work more than eight hours in any day, or more than six days in any week, or after the hour of seven o'clock postmeridian, or before the hour of six o'clock antemeridian: *Provided,* That a prosecution and conviction of a defendant for the shipment or delivery for shipment of any article or commodity under the conditions herein prohibited shall be a bar to any further prosecution against the same defendant for shipments or deliveries for shipment of any such article or commodity before the beginning of said prosecution.

SEC. 2. That the Attorney General, the Secretary of Commerce, and the Secretary of Labor shall constitute a board to make and publish from time to time uniform rules and regulations for carrying out the provisions of this act.

SEC. 3. That for the purpose of securing proper enforcement of this act the Secretary of Labor, or any person duly authorized by him, shall have authority to enter and inspect at any time mines, quarries, mills, canneries, workshops, factories, manufacturing establishments, and other places in which goods are produced or held for interstate commerce; and the Secretary of Labor shall have authority to employ such assistance for the purposes of this act as may from time to time be authorized by appropriation or other law.

SEC. 4. That it shall be the duty of each district attorney to whom the Secretary of Labor shall report any violation of this act, or to whom any state factory or mining or quarry inspector, commissioner of labor, state medical inspector, or school-attendance officer, or any other person shall present satisfactory evidence of any such violation to cause appropriate proceedings to be commenced and prosecuted in the proper courts of the United States without delay for the enforcement of the penalties in such cases herein

[1] Declared unconstitutional, June 3, 1918 (Hammar v. Dagenhart, 247 U. S., 251).

provided: *Provided,* That nothing in this act shall be construed to apply to bona fide boys' and girls' canning clubs recognized by the Agricultural Department of the several states and of the United States.

SEC. 5. That any person who violates any of the provisions of section one of this act, or who refuses or obstructs entry or inspection authorized by section three of this act, shall for each offense prior to the first conviction of such person under the provisions of this act, be punished by a fine of not more than $200, and shall for each offense subsequent to such conviction be punished by a fine of not more than $1000, nor less than $100, or by imprisonment for not more than three months, or by both such fine and imprisonment, in the discretion of the court: *Provided,* That no dealer shall be prosecuted under the provisions of this act for a shipment, delivery for shipment, or transportation who establishes a guaranty issued by the person by whom the goods shipped or delivered for shipment or transportation were manufactured or produced, resident in the United States, to the effect that such goods were produced or manufactured in a mine or quarry in which within thirty days prior to their removal therefrom no children under the age of sixteen years were employed or permitted to work, or in a mill, cannery, workshop, factory, or manufacturing establishment, in which within thirty days prior to the removal of such goods therefrom no children under the age of fourteen years were employed or permitted to work, nor children between the ages of fourteen years and sixteen years employed or permitted to work more than eight hours in any day or more than six days in any week or after the hour of seven o'clock postmeridian or before the hour of six o'clock antemeridian; and in such event, if the guaranty contains any false statement of a material fact, the guarantor shall be amenable to prosecution and to the fine or imprisonment provided by this section for violation of the provisions of this act. Said guaranty, to afford the protection above provided, shall contain the name and address of the person giving the same: *And provided further,* That no producer, manufacturer, or dealer shall be prosecuted under this act for the shipment, delivery for shipment, or transportation of a product of any mine, quarry, mill, cannery, workshop, factory, or manufacturing establishment, if the only employment therein, within thirty days prior to the removal of such product therefrom, of a child under the age of sixteen years has been that of a child as to whom the producer or manufacturer has in good faith procured, at the time of employing such child, and has since in good faith relied upon and kept on file a certificate, issued in such form, under such conditions, and by such persons as may be prescribed by the board, showing the child to be of such an age that the shipment, delivery for shipment, or transportation was not prohibited by this act. Any person who knowingly makes a false statement or presents false evidence in or in relation to any such certificate or application therefor shall be amenable to prosecution and to the fine or imprisonment provided by this section for violations of this act. In any state designated by the board, an employment certificate or other similar paper as to the age of the child, issued under the laws of that state and not inconsistent with the provisions of this act, shall have the same force and effect as a certificate herein provided for.

SEC. 6. That the word "person" as used in this act shall be construed to include any individual or corporation or the members of any partnership or other unincorporated association. The term "ship or deliver for shipment in interstate or foreign commerce" as used in this act means to transport

or to ship or deliver for shipment from any state or territory or the District of Columbia to or through any other state or territory or the District of Columbia or to any foreign country; and in the case of a dealer means only to transport or to ship or deliver for shipment from the state, territory, or district of manufacture or production.

SEC. 7. That this act shall take effect from and after one year from the date of its passage.

1917—Act of April 17, 1917 (40 Stat. L., 24)—An Act Making appropriations to supply deficiencies in appropriations for the fiscal year ending June 30, 1917, and prior fiscal years, and for other purposes.

* * * *

Children's Bureau: Child Labor Division: To enable the Secretary of Labor to carry into effect the provisions of the Act of September first, nineteen hundred and sixteen, entitled "An Act to prevent interstate commerce in the products of child labor, and for other purposes," in the District of Columbia and elsewhere, including a preliminary survey, for which purpose the sum of $50,000 shall be made immediately available, traveling expenses, per diem in lieu of subsistence at not exceeding $4, telegraph and telephone service, express and freight charges, contingent and miscellaneous expenses, and personal services in the District of Columbia and elsewhere, fiscal year nineteen hundred and eighteen, $150,000: Provided, That no salary shall be paid hereunder at a rate exceeding $3000 per annum.

1921—Act of November 23, 1921 (42 Stat. L., 224)—An Act For the promotion of the welfare and hygiene of maternity and infancy, and for other purposes.

[SEC. 1]. That there is hereby authorized to be appropriated annually, out of any money in the treasury not otherwise appropriated, the sums specified in section two of this act, to be paid to the several states for the purpose of coöperating with them in promoting the welfare and hygiene of maternity and infancy as hereinafter provided.

SEC. 2. For the purpose of carrying out the provisions of this act, there is authorized to be appropriated, out of any money in the treasury not otherwise appropriated, for the current fiscal year $480,000, to be equally apportioned among the several states, and for each subsequent year, for the period of five years, $240,000, to be equally apportioned among the several states in the manner hereinafter provided: *Provided,* That there is hereby authorized to be appropriated for the use of the states, subject to the provisions of this act, for the fiscal year ending June 30, 1922, an additional sum of $1,000,000, and annually thereafter, for the period of five years, an additional sum not to exceed $1,000,000: *Provided further,* That the additional appropriations herein authorized shall be apportioned $5000 to each state and the balance among the states in the proportion which their population bears to the total population of the states of the United States, according to the last preceding United States census: *And provided further,* That no payment out of the additional appropriation herein authorized shall be made in any year to any

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state until an equal sum has been appropriated for that year by the legislature of such state for the maintenance of the services and facilities provided for in this act.

So much of the amount apportioned to any state for any fiscal year as remains unpaid to such state at the close thereof shall be available for expenditures in that state until the close of the succeeding fiscal year.

SEC. 3. There is hereby created a Board of Maternity and Infant Hygiene, which shall consist of the Chief of the Children's Bureau, the Surgeon General of the United States Public Health Service, and the United States Commissioner of Education, and which is hereafter designated in this act as the board. The board shall elect its own chairman and perform the duties provided for in this act.

The Children's Bureau of the Department of Labor shall be charged with the administration of this act, except as herein otherwise provided, and the Chief of the Children's Bureau shall be the executive officer. It shall be the duty of the Children's Bureau to make or cause to be made such studies, investigations, and reports as will promote the efficient administration of this act.

SEC. 4. In order to secure the benefits of the appropriations authorized in section two of this act, any state shall, through the legislative authority thereof, accept the provisions of this act and designate or authorize the creation of a state agency with which the Children's Bureau shall have all necessary powers to cooperate as herein provided in the administration of the provisions of this act: *Provided*, That in any state having a child-welfare or child-hygiene division in its state agency of health, the said state agency of health shall administer the provisions of this act through such divisions. If the legislature of any state has not made provision for accepting the provisions of this act the governor of such state may in so far as he is authorized to do so by the laws of such state accept the provisions of this act and designate or create a state agency to coöperate with the Children's Bureau until six months after the adjournment of the first regular session of the legislature in such state following the passage of this act.

SEC. 5. So much, not to exceed 5 per centum, of the additional appropriations authorized for any fiscal year under section two of this act, as the Children's Bureau may estimate to be necessary for administering the provisions of this act, as herein provided, shall be deducted for that purpose, to be available until expended.

SEC. 6. Out of the amounts authorized under section five of this act the Children's Bureau is authorized to employ such assistants, clerks, and other persons in the District of Columbia and elsewhere, to be taken from the eligible lists of the Civil Service Commission, and to purchase such supplies, material, equipment, office fixtures, and apparatus, and to incur such travel and other expense as it may deem necessary for carrying out the purposes of this act.

SEC. 7. Within sixty days after any appropriation authorized by this act has been made, the Children's Bureau shall make the apportionment herein provided for and shall certify to the Secretary of the Treasury the amount estimated by the bureau to be necessary for administering the provisions of this act, and shall certify to the Secretary of the Treasury and to the treasurers of the various states the amount which has been apportioned to each state for the fiscal year for which such appropriation has been made.

SEC. 8. Any state desiring to receive the benefits of this act shall, by its agency described in section four, submit to the Children's Bureau detailed plans for carrying out the provisions of this act within such state, which plans shall be subject to the approval of the board: *Provided,* That the plans of the states under this act shall provide that no official, or agent, or representative in carrying out the provisions of this act shall enter any home or take charge of any child over the objection of the parents, or either of them, or the person standing *in loco parentis,* or having custody of such child. If these plans shall be in conformity with the provisions of this act and reasonably appropriate and adequate to carry out its purposes they shall be approved by the board and due notice of such approval shall be sent to the state agency by the chief of the Children's Bureau.

SEC. 9. No official, agent, or representative of the Children's Bureau shall by virtue of this act have any right to enter any home over the objection of the owner thereof, or to take charge of any child over the objection of the parents, or either of them, or of the person standing *in loco parentis* or having custody of such child. Nothing in this act shall be construed as limiting the power of a parent or guardian or person standing *in loco parentis* to determine what treatment or correction shall be provided for a child or the agency or agencies to be employed for such purpose.

SEC. 10. Within sixty days after any appropriation authorized by this act has been made, and as often thereafter while such appropriation remains unexpended as changed conditions may warrant, the Children's Bureau shall ascertain the amounts that have been appropriated by the legislatures of the several states accepting the provisions of this act and shall certify to the Secretary of the Treasury the amount to which each state is entitled under the provisions of this act. Such certificate shall state (1) that the state has, through its legislative authority, accepted the provisions of this act and designated or authorized the creation of an agency to coöperate with the Children's Bureau, or that the state has otherwise accepted this act, as provided in section four hereof; (2) the fact that the proper agency of the state has submitted to the Children's Bureau detailed plans for carrying out the provisions of this act, and that such plans have been approved by the board; (3) the amount, if any, that has been appropriated by the legislature of the state for the maintenance of the services and facilities of this act, as provided in section two hereof; and (4) the amount to which the state is entitled under the provisions of this act. Such certificate, when in conformity with the provisions hereof, shall, until revoked as provided in section twelve hereof, be sufficient authority to the Secretary of the Treasury to make payment to the state in accordance therewith.

SEC. 11. Each state agency coöperating with the Children's Bureau under this act shall make such reports concerning its operations and expenditures as shall be prescribed or requested by the bureau. The Children's Bureau may, with the approval of the board, and shall, upon request of a majority of the board, withhold any further certificate provided for in section ten hereof whenever it shall be determined as to any state that the agency thereof has not properly expended the money paid to it or the moneys herein required to be appropriated by such state for the purposes and in accordance with the provisions of this act. Such certificate may be withheld until such time or upon such conditions as the Children's Bureau, with the approval of the board, may determine; when so withheld the state agency may appeal to the President of the United States who may either affirm or reverse the action

of the bureau with such directions as he shall consider proper: *Provided,* That before any such certificate shall be withheld from any state, the chairman of the board shall give notice in writing to the authority designated to represent the state, stating specifically wherein said state has failed to comply with the provisions of this act.

SEC. 12. No portion of any moneys apportioned under this act for the benefit of the states shall be applied, directly or indirectly, to the purchase, erection, preservation, or repair of any building or buildings or equipment, or for the purchase or rental of any buildings or lands, nor shall any such moneys or moneys required to be appropriated by any state for the purposes and in accordance with the provisions of this act be used for the payment of any maternity or infancy pension, stipend, or gratuity.

SEC. 13. The Children's Bureau shall perform the duties assigned to it by this act under the supervision of the Secretary of Labor, and he shall include in his annual report to Congress a full account of the administration of this act and expenditures of the moneys herein authorized.

SEC. 14. This act shall be construed as intending to secure to the various states control of the administration of this act within their respective states, subject only to the provisions and purposes of this act.

1924—Act of March 10, 1924 (43 Stat. L., 17)—An Act To extend the provisions of certain laws to the Territory of Hawaii.

* * * *

SEC. 3. The Territory of Hawaii shall be entitled to share in the benefits of the Act entitled "An Act for the promotion of the welfare and hygiene of maternity and infancy, and for other purposes," approved November 23, 1921, and any Act amendatory thereof or supplementary thereto, upon the same terms and conditions as any of the several States. For the fiscal year ending June 30, 1925, there is authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, the sum of $13,000, to be available for apportionment under such Act to the Territory, and annually thereafter such sum as would be apportioned to the Territory if such Act has originally included the Territory.

1925—Act of February 27, 1925 (Public No. 502—68th Congress)—An Act Making appropriations . . . for the Departments of Commerce and Labor, for the fiscal year ending June 30, 1926, and for other purposes.

CHILDREN'S BUREAU

Salaries: For the chief, and other personal services in the District of Columbia in accordance with the Classification Act of 1923, $110,000.

To investigate and report upon matters pertaining to the welfare of children and child life, and especially to investigate the questions of infant mortality, including not to exceed $130,000 for personal services in the District of Columbia, $135,000.

For traveling expenses and per diem in lieu of subsistence at not exceeding $4 of officers, special agents, and other employees of the Children's Bureau; experts and temporary assistance, to be paid at a rate not exceeding $6 a day, and interpreters to be paid at a rate not exceeding $4 a day when actually employed; purchase of reports and material for the publications of the Children's Bureau, newspapers and clippings not exceeding $700 to enable the Children's Bureau to secure data regarding the progress of legislation affecting children and the activities of public and private organizations dealing with children, and for reprints from State, city, and private publications for distribution when said reprints can be procured more cheaply than they can be printed by the Government, $68,000.

Promotion of the welfare and hygiene of maternity and infancy: For carrying out the provisions of the Act entitled "An Act for the promotion of the welfare and hygiene of maternity and infancy, and for other purposes," approved November 23, 1921, and of the Act entitled "An Act to extend the provisions of certain laws to the Territory of Hawaii," approved March 10, 1924, $1,000,000: *Provided,* That the apportionments to the States, to the Territory of Hawaii, and to the Children's Bureau for administration shall be computed on the basis of not to exceed $1,252,079.96, as authorized by such Acts of November 23, 1921, and March 10, 1924.

APPENDIX 5

FINANCIAL STATEMENT

Explanatory Note

Statements showing appropriations, receipts, expenditures and other financial data for a series of years constitute the most effective single means of exhibiting the growth and development of a service. Due to the fact that Congress has adopted no uniform plan of appropriations for the several services and that the latter employ no uniform plan in respect to the recording and reporting of their receipts and expenditures, it is impossible to present data of this character according to any standard scheme of presentation. In the case of some services the administrative reports contain tables showing financial conditions and operations of the service in considerable detail; in other financial data are almost wholly lacking. Careful study has in all cases been made of such data as are available, and the effort has been made to present the results in such a form as will exhibit the financial operations of the service in the most effective way that circumstances permit.

In addition to the direct appropriations made by Congress to the Children's Bureau, the bureau benefits by the general appropriations made to the Department of Labor for rent, stationery, printing, and other miscellaneous expenses. In the following statement appropriations include deficiency amounts but do not include certified claims, which are generally small and may be disregarded. Expenditures are figured on the accrual basis and show the actual amount expended out of the specific appropriation. The item "increase of compensation" gives the total amount paid out in additional salaries (bonus) under the appropriation heads "salaries," "general expenses" and "investigations of child welfare."

Appropriations and Expenditures: 1913 to 1924, Inclusive*

Fiscal Year	Salaries		General Expenses		Investigation of Child Welfare		Increase of Compensation	Enforcement of Child Labor Law		National Security and Defense		Promotion of Welfare and Hygiene of Maternity and Infancy		Total	
	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation and Expenditure	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure	Appropriation	Expenditure
1913	$25,640.00	$23,143.97	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	$25,640.00	$23,143.97
1914	25,640.00	25,429.45	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	25,640.00	25,429.45
1915	106,640.00	97,424.35	$58,000.00	$57,247.98	.....	.....	.....	.....	.....	.....	.....	.....	.....	164,640.00	154,672.33
1916	106,640.00	106,207.51	58,000.00	57,238.41	.....	.....	.....	.....	.....	.....	.....	.....	.....	164,640.00	163,445.92
1917	106,640.00	105,921.16	58,000.00	56,884.41	.....	.....	.....	.....	.....	.....	.....	.....	.....	164,640.00	163,445.92
1918	106,640.00	105,103.95	95,000.00	94,970.33	$72,120.00	$69,569.92	$6,781.69	.....	.....	.....	.....	.....	.....	214,640.00	208,127.89
1919	102,040.00	95,425.46	94,000.00	93,823.18	72,120.00	71,873.83	15,339.18	.....	.....	.....	.....	.....	.....	380,541.69	341,970.15
1920	106,040.00	102,519.53	94,000.00	93,774.34	80,000.00	76,370.10	30,267.65	.....	.....	.....	.....	.....	.....	658,499.18	484,740.79
1921	[a] 103,742.83	98,494.00	85,000.00	62,850.81	[a] 78,694.45	76,859.41	23,835.34	.....	.....	.....	.....	.....	.....	310,307.65	302,931.62
1922	[a] 103,659.00	[a] 98,722.28	85,000.00	62,707.63	[a] 78,471.61	70,836.06	24,504.63	.....	.....	.....	.....	.....	.....	291,272.62	262,039.56
1923	[a] 103,621.50	[b] 96,820.40	85,000.00	[b] 68,405.72	[a] 117,943.94	[b] 114,462.63	29,706.69	.....	.....	.....	.....	[f] $477,500.00	$317,674.84	769,135.24	574,445.44
1924	[a] 103,551.50	[b] 96,088.43	84,943.12	[b] 76,414.96	[a] 117,622.58	[b] 112,813.98	32,535.30	.....	.....	.....	.....	[f] 1,190,000.00	722,752.78	1,526,272.13	1,032,148.22
No year [g]	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	[f] 1,190,000.00	904,033.49	1,528,652.50	1,222,486.16
1913	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	[g] 111,798.75	76,351.85	[g] 111,798.75	76,351.85
1914	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1915	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1916	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1917	.....	.....	.....	.....	.....	.....	.....	[c] $50,000.00	$45,322.32	.....	.....	.....	.....	.....	.....
1918	.....	.....	.....	.....	.....	.....	.....	[c] 100,000.00	65,544.26	.....	.....	.....	.....	.....	.....
1919	.....	.....	.....	.....	.....	.....	.....	125,000.00	[d]	$250,000.00	$208,279.14	.....	.....	.....	.....
1920	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1921	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1922	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1923	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	[f] $477,500.00	$317,674.84	769,135.24	574,445.44
1924	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	[f] 1,190,000.00	722,752.78	1,526,272.13	1,032,148.22
No year [g]	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	[f] 1,190,000.00	904,033.49	1,528,652.50	1,222,486.16
	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	[g] 111,798.75	76,351.85	[g] 111,798.75	76,351.85

* Data from the Combined Statement of the Receipts and Disbursements, Balances, etc., of the United States, 1913 to 1923 inclusive. Data for 1924, and for Increase of Compensation 1918 to 1924, from the records of the Children's Bureau.

[a] Exclusive of amount transferred to Civil Service Retirement and Disability Fund.

[b] Figures are not final since liabilities incurred before close of fiscal year for which appropriation is made may be paid during two succeeding fiscal years.

[c] $150,000 appropriated for fiscal year 1917-18 of which $50,000 was available during fiscal year 1917.

[d] No expenditure was made from the appropriation as law was declared unconstitutional before appropriation was available.

[e] Allotment from appropriation made to President—$100,000 for administering child-labor clause in Government contracts, and $150,000 for work of Children's Year.

[f] Appropriation available for two fiscal years.

[g] No year appropriation, available until expended. The first appropriation was available in March, 1922; the appropriations and expenditures cover the fiscal years 1922 to 1924.

APPENDIX 6

BIBLIOGRAPHY

Explanatory Note

The bibliographies appended to the several monographs aim to list only those works which deal directly with the services to which the monographs relate, their history, activities, organization, methods of business, problems, etc. They are intended primarily to meet the needs of those persons who desire to make a further study of the services from an administrative standpoint. They thus do not include the titles of publications of the services themselves, except in so far as they treat of the services, their work and problems. Nor do they include books or articles dealing merely with technical features other than administrative of the work of the services. In a few cases explanatory notes have been appended where it was thought they would aid in making known the character or value of the publication to which they relate.

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